

NATIONAL MUNICIPAL REVIEW

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The National Municipal Review

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ELSIE S. PARKER, ASSISTANT EDITOR

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EDWARD W. WEIDNER, County and Township
H. M. OLMSTED, City, State and Nation

WADE S. SMITH, Taxation and Finance
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NEWS for League Members

Californian Wins League Fellowship

Russell J. Cooney, city manager of Merced, California, is the first winner of the National Municipal League Fellowship at the Graduate School of Business Administration, Harvard University, and the nation's first municipal official who will attend the Advanced Management Program at Harvard.

The Advanced Management Program is a thirteen-week seminar in which 150 top executives from the business world, leading administrators from the federal government and senior officers from the armed forces take part. Mr. Cooney will attend the 26th session beginning this fall.

Inaugurated just after World War II, the program is an intensive course of study for mature, experienced executives who are expected to assume policy-making positions and posts of greater responsibility with their organizations.

Freed from their daily duties, those participating are able to take appropriate courses, exchange information and ideas with other students and with faculty members, and do some quiet thinking about administrative and management problems.

The new fellowship provides a \$1,500 stipend contributed by Mr. and Mrs. Preston Farley of Evanston, Illinois, League members. Mr. Farley is a candy manufacturer and a graduate of the

Harvard Graduate School of Business Administration.

Not only did the far-sighted city council of Merced grant Mr. Cooney a leave of absence with pay, but it is allowing him up to \$500 in expenses. In return Mr. Cooney agreed to remain at his Merced post for at least three years.

Chosen from numerous applicants, Mr. Cooney has been city manager at Merced, a city of 18,000 in central California, since November 1, 1951. Prior to that he was personnel director of Pasadena and of San Mateo County, California.

A graduate of Lincoln, Nebraska, High School, Mr. Cooney received his higher education as the opportunity presented itself. He

took courses at Los Angeles City College, the University of California at Los Angeles and the University of Southern California, chiefly in the field of public administration.

The fellowship is open to public personnel on the state and local level.

Cash Foundation Prizes

The Albert D. Cash Foundation, named for a former member of the League's Council and former mayor of Cincinnati, will award four \$300 prizes a year to employees of Cincinnati who make the best suggestions for improving the city's services.



Russell J. Cooney



Assistant Director Seed addresses Institute of Government at Seattle

2-Month Coast-to-Coast Trip Ended by Seed

Allen H. Seed, Jr., League assistant director, recently completed a two-month coast-to-coast tour in which he had speaking engagements and conferred with civic leaders in some twenty states.

Among other organizations, he addressed the Institute of Government of the University of Washington at Seattle, the Municipal League of Seattle and King County, Municipal League of Spokane and the Spokane Junior Chamber of Commerce, and the Colorado Springs Charter Committee.

Mr. Seed also stopped in Kansas City in connection with the League's National Conference on Government, November 7 to 10.

Bebout, Cassella Take Part in Chicago Parley

John E. Bebout, League assistant director, and William N. Cassella, Jr., staff member, are participating in the 50th annual meeting of the American Political Science Association in Chicago, September 9 to 11. The former is a member of a panel on "Recent Developments in the Forms of Local Government." Dr. Cassella, a member of the panel on "Current Problems in State and Local Government," will read a paper entitled, "Recent Trends in State-Local Relations: Some Fundamental Questions."

League Studies Presidential Primary Law

A project which may result in the publication of a new model law by the League is in its exploratory stages.

If completed, it will be called the *Model State Presidential Primary Law*. The project will be a topic for consideration at the National Conference on Government in Kansas City, if it is sufficiently advanced at that time.

Richard S. Childs, chairman of the League's Executive Committee, is in correspondence with some 50 political scientists, state legislators, congressmen and others and is circulating a draft for discussion.

According to Mr. Childs, delegates to the Republican and Democratic nominating conventions are sometimes hand-picked by party bosses without reference to the wishes of the voters enrolled in the party. The proposal would provide for submission to the parties' voters of slates of uninstructed delegates by each party's state committee. Independents and presidential candidates would have the opportunity to enter opposition slates to run in a June primary. If there were no opposition, there would be no primary.¹

¹See also page 413, this issue.

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Editorial Comment

Civil Defense Is Common Sense

COMMON sense is sometimes uncommon hard to live by. It is certainly common sense to spare no pains to protect our great cities from destruction in modern war. It is certainly common sense to protect these same cities from self-destruction in the toils of modern traffic and the swamp of urban blight.

Yet more people are running away from these problems than rallying to do something effective about them.

The article at page 403, "Defense of Metropolitan Areas," shows how closely and perhaps fatefully these two problems are tied together. It points out that effective civil defense cannot be had without effective areawide planning and action to guide future growth. Anyone who has been piloting an automobile for the last quarter century has long been painfully aware of the increasingly unpleasant effects of our failure to achieve metropolitan-wide planning and action to cope with the

internal combustion engine. If we do not quickly rise to the challenge of nuclear fission and fusion there may be relatively few people left a quarter century hence to lament our lack of foresight.

Some of the things that need to be done to reduce urban vulnerability to attack would not make sense in an utterly peaceful world. Fortunately, many of the things called for by defense we should be doing anyway, to make our metropolitan areas more livable and more efficient.

The National Municipal League's work in the fields of state and metropolitan government is directed more and more to helping citizens and officials do these things. For example, the League is now preparing a model state planning law to help 1955 legislatures provide a legal basis for more realistic and more comprehensive state and regional planning for defense and for better communities.¹

New Look at Pensions

THERE is a grim lesson for many cities and states in the recent report of the commission set up by the President and Congress to examine the various pension systems of the federal government. (See page 394.)

Pension systems generally have just grown, more often as a result of pressures than of careful study and planning.

Many are actuarially unsound, extravagant and inequitable. Furthermore, they have not been adjusted nor are they adjustable in recognition of the effect of inflation on those who retired some years ago after paying one-hundred-cent dollars into retirement funds.

How many cities and states actually know what their accrued lia-

¹See page 440, this issue.

bilities are? Until the commission made its study, Congress and the executive department did not know that the United States had accrued liabilities of \$30,000,000,000 in connection with various pension systems. Is that not part of the national debt?

While there has been increasing consideration of ability to pay and other basic requirements in debts contracted for public works, retirement programs in general have developed in a catch-as-catch-can manner with little thought of the burdens being wished on future generations.

For example, a bill currently before Congress gives employees of states and cities the power to decide whether their governments may coordinate retirement programs with social security, as if it were not the right of the people as a whole to decide how they wish to reward and provide for those working for them. This seems, on its face, entirely un-

reasonable and another bit of the kind of pressure group activity that has already made such a mess of things.

There will be serious trouble if cities and states fail to take advantage of the opportunity which the federal government offers to avail themselves of social security coverage to modernize their pension plans. When things get to the point, as they have in one large city, where the police and fire pension plan costs 30 per cent of the payroll for those services and the teachers' pension plan costs 18 per cent, it is easy to see how good intentions can be self-defeating.

It is none too early for cities and states to follow the example of the federal government in making a careful study of their own retirement programs. This should be done not only in the public interest but in the interest of fair and equal treatment of those who work for governments.

U. S. Studies Pension Plans

Conclusions of committee report on 23 retirement funds may serve as guide for state and local government units.

By H. ELIOT KAPLAN*

ADoption by Congress of the Reed bill authorizing broad social security coverage of state and local government employees focuses attention on the reports of the Federal Committee on Retirement Policy for Federal Personnel¹ which, after an extensive study of federal pension plans, advocated, among other recommendations to Congress, coordinating existing retirement plans with social security coverage.

The reports may serve as a guide for state and local governments which are facing similar problems of modernizing their pension plans and providing more adequate survivorship coverage. They hold out

some promise and hope that rising costs of retirement benefits could, by economical and effective controls, be adjusted somehow to keep pace with the inflation spiral.

Since 1950 social security coverage could be extended only to state and local employees who were not eligible for membership in a public retirement plan. The new law authorizes extension of coverage to all state and local employees, subject to a referendum vote of the members of a retirement system where there is a pension plan in the jurisdiction. The recommendations of the federal committee, therefore, outlining the plan of extending social security coverage to federal employees, may prove of interest and substantial value to local governments seeking to take advantage of the new social security law.

Toward the end of the 1952 session, Congress, grappling with the problem of adjusting annuities of retired federal employees to meet the increased cost of living, was confronted with the problem of how properly to finance such increases.

In the course of committee hearings on the proposal there was evidently considerable misapprehension as to the accrued liabilities of the various federal pension plans. There also appeared to be lack of awareness of the relationship of the various federal retirement systems to each other, their relationships to

*Mr. Kaplan, who served as chairman of the Committee on Retirement Policy for Federal Personnel, was New York State deputy comptroller from 1948 to 1952 and, for twenty years prior to 1948, executive director and counsel of the National Civil Service League. He is now counsel to the New York State Commission on Pensions and consultant on pensions of public utility companies for the New York State Public Service Commission.

¹*Retirement Provisions for Federal Personnel*: Part I, 774 pp.; Part II, *The Relationships Between the Federal Staff Retirement Systems and the Old-age and Survivors Insurance System*, 225 pp.; Part III, *The Relationships Between the Federal Staff Retirement Systems and the Old-age and Survivors Insurance System*, 143 pp.; Part IV, (A) *The Financial Status of the Federal Retirement Plans*, (B) *Recommended Funding and Financing Policies*, 143 pp.; Part V, *Report on Special Benefit Provisions*, 478 pp. Executive Office of the President, Committee on Retirement Policy for Federal Personnel, Washington, D. C., 1954.

social security coverage, and benefits accorded under the Federal Employees' Compensation Act. Estimates, for example, of accrued liabilities of the various pension plans ranged from as low as \$10,000,000,000 to as much as \$100,000,000,000.

Impressed by recommendations of the Bureau of the Budget that it was time a survey were made of all the federal pension plans to determine just what they involved and just where the government stood financially with respect to them, Congress enacted Public Law 555 of 1952, creating a Committee on Retirement Policy for Federal Personnel. It comprised the secretary of the treasury, secretary of defense, chairman of the Board of Governors of the Federal Reserve Bank, director of the budget, chairman of the Civil Service Commission and a chairman designated by the President.

All Plans Surveyed

The committee was directed to survey all existing federal retirement plans, both civil and military, involving about 5,200,000 employees, and report its findings and recommendations with respect to the following:

- (1) The types and amounts of retirement and other related benefits provided to federal personnel, including their role in the compensation system as a whole;

- (2) The necessity for special benefit provisions for selected employee groups, including overseas personnel and employees in hazardous occupations;

- (3) The relationships of these retirement systems to one another, to the federal employees' compensation

system, and to such general systems as old-age and survivors insurance; and

- (4) The current financial status of the several systems, the most desirable methods of cost determination and funding, the division of costs between the government and the members of the systems, and the policies that should be followed in meeting the government's portion of the cost of the various systems.

Originally the committee was to make its report by June 30, 1953. Because of delay in organization of the committee's work, due primarily to a change of administration, Congress extended the life of the committee to June 30, 1954. Congress appropriated \$225,000 for its activities. A staff of about 24 employees was assembled, all recruited by the Civil Service Commission under its rules. Twenty-three federal retirement plans were surveyed.

The first report, submitted to Congress on January 22, 1954, comprised factual findings relating to all 23 retirement plans, comparing their benefit structures, methods of financing and other pertinent data. It was basically a description and comparative analysis of retirement and related provisions in effect on January 1, 1954.

The second report, submitted to Congress on May 13, 1954, dealt with a revision of the uniformed services retirement system and recommended a plan coordinating that system with old-age and survivor insurance benefits under the Social Security Act. The committee proposed that benefits for military personnel be confined to three sources:

(1) The Department of Defense would continue to administer the six months' death benefit on a somewhat revised basis;

(2) The Veterans Administration would administer newly designed service compensation and continuing monthly survivor benefit programs;

(3) The Department of Health, Education and Welfare would administer the old-age and survivors' insurance program for military personnel on the basis of contributory participation, the same as applies for employees in private industry.

Changes Would Cut Costs

The committee believes that its recommended changes would provide a measure of retirement protection for non-career personnel, improve the retirement protection of the career serviceman, and establish a sound and equitable program of survivor protection for all members of the services. Furthermore, the proposed plan would save over \$100,000,000 a year.

The committee's third report, submitted to Congress on May 20, 1954, recommended coordination of the government's largest civil pension plan—Civil Service Retirement and Disability Fund—with old-age and survivor insurance coverage. The committee believed this would considerably improve the over-all survivor protection of federal employees, strengthen the civil service retirement system for the fulfillment of its essential role in the administration of the federal government, and eliminate serious inequities in benefit payments which now occur. In approaching the problem of coordinating the two

plans, the committee agreed that for any such plan to be acceptable it would have to meet adequately the following specifications:

(1) Establish a rational relationship between retirement benefits and service for those whose work-lifetime may include employment in both the federal service and private industry.

(2) Maintain complete independence of the civil service retirement system;

(3) Assure continuance of the civil service retirement system as the primary means of providing adequate protection for career employees, while placing some of the cost on the old-age and survivors' insurance system for providing coverage—particularly for those shifting between federal and private employment;

(4) Provide at least the present level of retirement benefits based on federal employment;

(5) Maintain the total employee contribution at approximately the present level;

(6) Maintain simplicity of formula and administration.

The committee's proposal was designed to carry out the President's program of extending old-age and survivors' benefits to areas of employment not now covered, among them the federal civil employees. About 550,000 federal employees holding non-permanent status positions, it was found, were already under social security coverage. They are not now eligible for membership in the federal retirement system. It was the committee's belief that its proposed plan "would establish a rational relationship between the benefits and length of

employment in place of the present haphazard arrangement," and that generally immediate savings would accrue to both the government and to members of the retirement system. Specifically, costs would be immediately affected as follows:

(1) Reduction of 7.5 per cent in the total employee contribution rate (including the 2 per cent social security tax);

(2) Reduction of about one-third in both the "normal cost" and in the "unfunded accrued liability" of the civil service retirement system;

(3) Reduction of approximately 9 per cent in the over-all costs to government of providing retirement and survivor protection (including 2 per cent social security employer tax).

The existing level of retirement benefits would be payable prior to age 65. Retirement income to members of the system would be increased on the average by about 8 per cent after age 65. In addition, the wife or dependent husband of a retired employee could also qualify for a social security benefit.

Survivor protection for members of the civil service retirement system would be greatly improved. The widow of an employee would receive an annuity immediately, rather than at age 50 as provided at present. She would also become eligible for social security at age 65. The existing civil service benefits for dependent children would be replaced by the more adequate social security family benefits.

The committee believes that the over-all improvements in retirement and survivor protection which would be achieved by the proposal would

restore the federal government to a position of leadership in the field of pensions.

Methods of Financing

The fourth report, submitted to Congress on June 29, 1954, deals with the method of funding and financing the Civil Service Retirement and Disability Fund and the military retirement system. The committee recommended a partial funding plan for the Civil Service Retirement and Disability Fund so as to provide a reasonable reserve fund at all times. In connection with the military retirement plan the committee concluded that it would be impractical to finance it other than on a "pay-as-you-go" basis, largely because of the large fluctuations from time to time in the military population.

The report reveals that the accrued liabilities of all existing federal pension plans now amount to about \$30,000,000,000.

In its fifth and final report the committee reviewed the special benefit provisions in the various pension plans, including hazardous and arduous types of employment, disability and discontinued service retirement benefits, and federal employment compensation benefits for injuries or deaths occurring in the course of employment.

The committee completed its assigned task within the period directed by Congress. It also returned to the Treasury over 20 per cent of its original appropriation as an unexpended balance.

Commenting on the committee's

(Continued on page 402)

Court Settles Apportionment

Wisconsin achieves redistricting of legislature with help of judicial intervention reinstating 1951 law.

By WILLIAM H. YOUNG*

AFTER a struggle of more than three decades, the urban-industrial population of Wisconsin has achieved a reapportionment of the seats of the two houses of the legislature. This reapportionment substantially recognizes the major shifts of population in the state and is roughly equitable in representing people as such.

This is an achievement of no mean proportions. Reapportionments which accurately reflect the distribution of population have been extremely difficult to achieve politically and in many states are forbidden constitutionally. The unique feature of the Wisconsin achievement is rather, however, that it was accomplished only with the assistance of the State Supreme Court.

Most students of government have come to expect that courts will rarely, if ever, intervene in reapportionment contests. Generally speaking, the courts have pleaded want of power to enforce their decrees upon a recalcitrant legislature when invited to enforce various constitutional injunctions regarding reapportionment. Commonly, they have also ignored "minor deviations"

from constitutional rules governing reapportionment in an effort to give effect to the unmistakable intentions of legislative bodies.

The courts have not halted gerrymandering nor, typically, compelled a reluctant legislature to do its constitutional duty. Petitioners' arguments in support of constitutional directives, such as "as nearly equal as possible," "the equal protection of the laws" or "compact and contiguous districts," have commonly not been effective in persuading courts to upset legislative acts which demonstrably deviate from these requirements. It should, therefore, be of interest to examine the circumstances in which a high court effectively compelled a reapportionment on the basis of population.

The Wisconsin constitution provides: "At their first session after each enumeration made by the authority of the United States, the legislature shall apportion and district anew the members of the Senate and Assembly, according to the number of inhabitants." No consequential reapportionment of seats in either house, however, has occurred since 1921. The continuing urbanization of the population, therefore, has been inadequately reflected in the distribution of legislative representation. Assembly districts in 1951 ranged in size from 13,715 to 95,534 and Senate districts from 61,795 to 191,588. The under-rep-

*Professor Young, director of the Division of Departmental Research in the Wisconsin governor's office 1949-1951 and consultant to the governor of Wisconsin on state administration 1951-1952, has been with the University of Wisconsin since 1947 and chairman of its Department of Political Science since 1952.

resented populations were virtually all in the large urban and industrial regions of the state and the over-represented populations were in the agricultural and "cut-over" regions. The under-represented peoples had also shown a fondness for Democratic or Progressive candidates for office while the over-represented peoples, especially those in agricultural areas, preferred Republicans.

Thus, all the typical elements in state reapportionment controversies in industrial states were present in Wisconsin. The only mitigating factor was that even if reapportionment were made on a strict population basis, urban and industrial control of both houses of the legislature would not result.

Reapportionment Act Passed

In preparation for the post-census session of the legislature in 1951, both parties having pledged action on reapportionment, the Legislative Council appointed a committee to study the subject and prepare a report on it. This committee was headed by the former chief justice of the State Supreme Court, Marvin B. Rosenberry. The plan of reapportionment which it proposed became known thereafter as the Rosenberry plan. The judiciary here made its first contribution to reapportionment. The justice's substantial services on the committee gave the committee's report an air of judicious nonpartisanship.

After much study the committee prepared a new scheme of reapportionment in the spirit of the constitutional provision and provid-

ing much fairer distribution of seats in both houses according to population. The Legislative Council forwarded the proposed reapportionment act to the legislature without comment. It also forwarded a proposed amendment to the constitution of Wisconsin which would, if adopted, allow area as well as population to be regarded in subsequent reapportionments of at least one house of the legislature.

The governor urged the legislature when it assembled to do its constitutional duty and pass the Rosenberry bill or some equitable version of it. He did not indicate that he would be adverse to amending the constitution to govern future reapportionments. In the legislative controversy that followed, the governor's influence, on the whole, was favorable to immediate passage of the Rosenberry plan. A rather unusual compromise plan was finally evolved at the price of a lot of midnight oil and the inhalation of large quantities of tobacco smoke. This plan accepted virtually the entire Rosenberry reapportionment plan but postponed its realization until 1954.

Meanwhile, a referendum, advisory in character, would be held in connection with the presidential election of 1952 in which the voters would be asked whether they favored a subsequent submission of a constitutional amendment which would make area as well as population a factor to be included in restricting the state for legislative purposes. If the vote were affirmative on this proposition, the Rosenberry plan would not become effective. It

should be noted in passing that the decision to submit the question in the presidential election in November 1952 was a concession won by the urban-industrial faction, for the turnout of urban voters is much heavier in general elections than in primaries or local elections.

The legislature of 1951 also passed—the first of two required endorsements—a constitutional amendment making area a factor in legislative districts. If the advisory referendum revealed popular approval for area, this amendment could then be considered at the next regular session of the unreapportioned legislature in 1953 and, if approved, submitted to the voters in 1953.

Court Intervenes

The court was invited formally to intervene in the reapportionment controversy for the first time when the advisory referendum provision was assailed in an original suit to compel the secretary of state to issue the election writs in 1952 in accordance with the Rosenberry law. In an original action before the Wisconsin Supreme Court¹ petitioners argued that the sections of the act effectuating the reapportionment fulfilled the mandate of the constitution and that the legislature was without power to qualify this fulfillment by making it contingent upon the outcome of a referendum.

Furthermore, it was argued, the referendum was an invalid delegation of legislative power. The court

was not swayed by these arguments and sustained the act including the referendum and the delayed date of realization. The language of the opinion indicated that the court felt it was in fact expediting the reapportionment by its decision and that if it had found the referendum invalid it would have had to invalidate the whole act.

In the November election, the urban population gained a narrow victory—753,092 against 689,615—and thus pushed the state nearer to the realization of the Rosenberry population-only reapportionment.

When the legislators, elected largely in the same November election and from the old districts, met in the capitol for the session of 1953, the "areacrats," as they were now called, organized themselves to continue the struggle. Early in the session and in spite of the outcome of the referendum, they persuaded the legislature to pass the pending constitutional amendment providing for area as well as population to be considered in Senate districting. They were also successful in having the pending amendment placed before the voters in the April election (a nonpartisan municipal and judicial election). In this way the legislature, which usually meets for five or six months, would still be in session and still be able to repeal the Rosenberry Act and replace it with one based partially on area. In a light vote, the area amendment was approved 433,043 to 406,133. The rural leaders then proceeded to supersede the population reapportionment with a new reapportion-

¹*State ex rel. Broughton v. Zimmerman*, 261 Wis. 398 (1952).

ment (the Rogan Act) which actually reduced urban representation in the Senate, the one house in which area was to be recognized. The legislature, anticipating a court test, recessed to October to await developments.

The secretary of state compelled judicial intervention at this juncture. He proclaimed his intention to issue writs of election for the 1954 legislative election on the basis of the repealed Rosenberry Act, contending that the constitutional amendment and the new reapportionment act based upon it were invalid. The attorney general brought an original action for a declaratory judgment before the State Supreme Court to compel the secretary of state to observe the new law. The court held for the secretary of state and thus reinstated the Rosenberry law and compelled the reapportionment which it provided.²

The argument of the court for this unusual action was substantially this. The legislature had exhausted its constitutional authority to reapportion again before 1961 by the passage of the Rosenberry Act. There was adequate precedent for the construction of the pertinent section of the Wisconsin constitution that only one reapportionment can be made in each decade between enumerations. In the second place, the court said, the question on the constitutional amendment was improperly submitted to the voters.³

The actual amendment changed not only the provision governing the basis of senatorial representation but also the provision governing the local boundary lines which are to be recognized in reapportionment—the village was added to town and ward as a unit whose boundary must be respected in laying out assembly districts and the county was eliminated as such a unit.

Furthermore, the amendment eliminated the existing provisions for excluding Indians and the military from population computations and this was not represented to the voters in the question put to them. Further, the amendment dropped from the constitution a prohibition against dividing Assembly districts in forming Senate districts and this was not included in the question submitted.

Several Amendments Needed

The court indicated that to accomplish these various changes in the constitution more than one amendment question would have to be submitted to the voters in order to comply with another constitutional provision that if more than one amendment is submitted they must be submitted separately so that the voters may consider them separately. None of these changes, said the court, were essential to achieve recognition of the area factor and, therefore, were not merely incident-

and 5 of Article IV of the constitution be amended so that the legislature shall apportion, along town, village or ward lines, the Senate districts on the basis of area and population and the Assembly districts according to population?"

²*State ex rel. Thomson v. Zimmerman*, 264 Wis. 644 (1953).

³The question as submitted to the voters in April was: "Shall sections 3, 4

tal to that question. More than this, the court said, the question placed before the voters actually misrepresented the contents of the amendment for it gave the impression that town, village and ward lines must be considered in Senate districts as well as Assembly districts and the actual amendment deletes all necessity to observe local boundaries in laying out Senate districts. The court, finally, said that the fact that certain publication requirements for amendments submitted in November were not observed was not significant.

It is possible to conclude from this that the "areacrats" bungled badly in their legal draftsmanship and certainly there were many private recriminations among them on this score. It is also possible to conclude that the court seized upon several relatively minor and technical errors to upset the most recent action of the voters and the unquestioned intention of the legislature. And it did this in a field of legal controversy in which courts have traditionally supported legislative intentions, however grossly these may have departed from the letter and the spirit of the constitutions which govern them. The court, it should be observed, was staffed largely by appointees of Republican governors.

How does the matter now rest? The legislature met again in October and did the only thing it could do to save the "areacrat" cause. It passed for the first time a new constitutional amendment consistent with the letter of the court decision. The next action on this amendment will have to be taken by a new legislature elected from new districts on the basis of a bill repealed by the legislature and reinstated by the Supreme Court.

U. S. STUDIES PENSION PLANS

(Continued from page 397)

report, the President, on July 8, 1954, stated:

The reports of the committee reflect a thorough analysis and appraisal of federal employee retirement systems and provide an up-to-date base for the construction of forward-looking programs. In particular, the committee has explored the ramifications of extending old-age and survivors' insurance coverage to federal employees and to the personnel of the uniformed services on a regular contributory basis, an objective of great importance. The committee's findings as to costs and financial status of federal retirement systems should prove a significant contribution to future consideration of readjustments in those systems.

Defense of Metropolitan Areas

"Protection must be conceived on a scale which covers entire concentrations of population and industry."

EDITOR'S NOTE.—This article is taken from Part V, *Reduction of Urban Vulnerability*, of the *Report of Project East River*, published under Signal Corps contract by Associated Universities, New York City, 1952. This is the second of two articles taken from the report—see "We're All in the Same Boat," the REVIEW, July 1954, page 337.

IN ANY future war, the metropolitan areas of the industrialized nations will constitute primary targets for attack by modern weapons. Even though it may be economically and physically impossible to make these areas completely invulnerable to attack, a major objective in defense must be an increased chance for survival of people, industrial production, transportation and urban services. To keep pace with weapons development, it is essential to make urban targets less remunerative.

Targets for enemy attacks are found principally in the standard metropolitan areas of the United States where 60 per cent of the population live, where approximately two-thirds of all factory and wage earners are located and where skilled labor, technicians, scientists, management personnel and other key men are heavily concentrated.

From the point of view of civil defense the most important movement of population has been the continuous trend from non-metropolitan to metropolitan areas. The 1950 census showed a metropolitan area population gain of 22 per cent, three and one-half times the growth of non-metropolitan areas during the

preceding decade. In fact, since the first census of 1790, the nation has gained steadily in urban concentrations.

The relative attractiveness of central cities as targets is still increasing despite metropolitan expansion. Suburban areas with a wider spacing of people and industry are growing rapidly—yet the equivalent of 37 cities the size of Flint, Michigan, was packed into the old central cities during the last census decade.

During the eighteen months prior to December 31, 1951, of a total of 246 industrial plants locating in metropolitan areas with a central city having 100,000 or more population, 105 plants were reported as being built in the central cities as compared with 141 in the suburbs. The construction awards for the 105 plants represent an estimated construction cost of \$492,000,000 as compared with \$1,162,000,000 invested in the suburbs.

Daytime Population

Daytime concentrations of people contribute to the problem of urban vulnerability. The flow of workers and shoppers to downtown areas adds over ten million persons to the prime target areas in 57 cities. This represents a daytime population gain of 75 per cent for these areas. The daytime gain for the central cities as a whole is 20 per cent. In the southern part of New York's Manhattan Island, to cite the na-

tion's most dramatic situation, three and three-quarter million persons enter each working day and leave each evening.

In general, while there is a marked trend of new residential and related retail development in suburban areas, industrial and commercial expansion is continuing in central areas. Although some industrial and commercial activities have been moving out of central areas at a slow rate during the past 50 years, a trend interrupted by World Wars I and II but now resumed, the rate of movement is low, affording no promise that dispersion will occur automatically on any large scale. The trends indicate, however, that dispersion of many industries and other job-producing activities from central to peripheral locations in metropolitan areas could be accomplished without major diseconomies. In relation to urban vulnerability, it is essential that these trends of dispersion be accelerated and guided on a metropolitan basis so as not to produce new or expanded target areas.

The task of building relative protection into existing urban development and current additions to it is not an impossible one. As to existing urban areas, it is estimated that casualties in the grey zones of partial damage could be reduced by as much as 75 per cent if a warning time of one hour and adequate shelters were available. The cost of an effective shelter program does not appear prohibitive.

American cities are growing and changing so rapidly that reasonable

controls over new development could effect a large reduction in over-all vulnerability in a few years. It has been estimated that the total physical structure of the nation's major cities—the houses, streets, stores, schools, factories, water systems and other facilities that provide the physical basis for city living—increased about 25 per cent in size during the past decade, a net addition to the urban structure of 2.5 per cent a year.

The discussion has indicated that reduction of urban vulnerability can be achieved by two nonmilitary measures: (1) spacing (decongestion of existing cities and better standards of spacing of new urban developments) to reduce target attractiveness, and (2) structural protection (providing shelter in existing structures, developing fire-prevention standards and building new structures to bomb-resistant standards) to make urban areas more able to withstand attack.

Federal Leadership

While the federal government has long been directly involved in the development of long-range programs of soil conservation, irrigation and agricultural improvement in rural areas, there has been no major need prior to the advent of the atomic bomb for the federal government to be concerned with problems of congestion of industry and people in urban areas. It has therefore been difficult for the government to determine how it should proceed now that centers of population and industry have become the most lucra-

tive targets for new weapons. As the authority on defense matters, the government is expected to provide leadership in this field. The program, however, should not substitute, under the guise of national defense, centralized federal control for traditional independence in local affairs.

The major defect in present policies seems to have been undue reliance on local volunteer committees in each metropolitan area to furnish the initiative for defense plant dispersion that can come only from the federal government. The slogan has been "Community responsibility—federal guidance." It would, of course, be highly desirable for dispersal to come as a "grass roots" movement. However, no community or local committee can carry out what is essentially a major responsibility of the federal government. Until the federal government precisely defines the standards and the program to be undertaken, local action can not be effective.

No one community, no single state, is in a position to adopt and enforce urban defense standards until other cities and states are subject to the same standards. Local communities and even states do not possess the facts on which to develop such standards. The outstanding authorities in the science of atomic warfare are associated with the federal government, and the security aspects of their work prevent the release of information upon which defense standards need to be based. The ability to assemble these facts and the duty of interpreting them clearly lie in

the province of the federal government. Private business and local and state governments will implement their programs when the federal government demonstrates its leadership and establishes standards to govern its own activities in centers of population and industry. Until this is accomplished, the states, municipalities and private investors will assume that in so far as national defense is concerned, "building as usual" is the order of the day.

Developing Standards

Project East River believes that a set of standards for the decongestion of existing urban target areas (for example, the largest central cities) and the spacing of new urban development (for example, new suburban areas) should be established without further delay. While these standards will of necessity be oversimplified and crude at first, the direction of the program must be set immediately in order that progress may be made in developing and applying more refined standards, as well as to check the present dangerous trends toward increasing vulnerability.

a. *Urban Densities.* If civil defense were the only consideration, the greatest security could be achieved by the widest possible spacing of homes, factories and commercial establishments so as to eliminate target areas entirely. A modern industrialized society, however, requires urban concentrations. The problem, therefore, is one of achieving the best balance of dispersion or spacing within the practical limits

of a properly functioning urban economy. In terms of population density, minimum limits appear to be between 2,000 and 8,000 persons per gross square mile with 5,000 to 6,000 persons per square mile as a theoretical optimum based on factors of labor supply, transportation, public services, balance of economic activity, provision of cultural functions, housing preference, housing economy and amenity.¹

. . . .

Standards for U. S.

The standards for density and spacing developed² are applicable to a wide range of federal activities and, when properly used, the standards can have a strong effect in guiding future development so as to reduce urban vulnerability. While industrial and urban expansion is principally a function of private enterprise carried on under state police power regulations, the federal influence in city building is significant. For example, total building construction in all urban areas in 1950 is reported as amounting to \$10,400,000,000. During this same year, the federal government insured mortgages on building construction in urban areas in the amount of over \$3,000,000,000, in addition to the \$700,000,000 of contracts it awarded directly for such construction as public housing, schools, public build-

ings and institutions, and public works.

a. *Residential Building.* The Housing and Home Finance Agency of the federal government probably has the greatest influence on the development of urban areas. The Federal Housing Administration and the Federal National Mortgage Association annually guarantee federal liability for hundreds of thousands of dwelling units, all of which should be subject to urban defense standards.

The direction of the present urban redevelopment and slum clearance program of the Housing and Home Finance Agency is generally toward reducing the density in central-city areas. This trend should be encouraged and all future redevelopment construction should be in accord with defense standards.

The activities of the Veterans Administration in home and business financing, as well as hospital construction, should likewise be subject to defense standards. Although veterans hospitals are being built in accordance with standards approved by the Federal Civil Defense Administration, the practice of locating many of these hospitals in highly congested urban centers should be discontinued.

. . . .

c. *Public Works.* Federal agencies such as the Post Office Department, the Federal Security Agency and the General Services Administration should comply with construction and density standards in their building programs. Post offices, schools of more than one story, hos-

¹See *Reduction of Urban Vulnerability*, Report of Project East River, Appendix V-B *Minimum Density and Spacing Standards for Metropolitan Dispersion*.

²For detailed statistics descriptive of Class I and Class II Vulnerable Urban Districts, see pages 21, 25 and 27-30 of Report V, Project East River.

pitals and federal office buildings are some of the principal types of construction that should be made bomb-resistant. Federal agencies should not be permitted to lease space in office buildings that do not conform to defense standards.

Standards for States, Cities

a. *Public Works.* State and municipal (including county) agencies concerned with such construction as public office buildings, hospitals and schools should consider the defense advantages of location outside of Class I Vulnerable Urban Districts whenever it is practicable to do so.

b. *Highways.* State highway departments can contribute substantially to the reduction of urban densities by encouraging programs for circumferential highways at least ten miles from urban centers. Today, most state highway programs, backed by federal aid, are concentrated on building or improving radial routes into the centers of cities. Coupled with local zoning regulations which permit high-density building in the central areas of cities where land values are highest, these highway programs make further high-density development profitable even though it may increase target attractiveness.

Since the federal-aid highway funds are to a large degree allocated according to state recommendations and plans, state leadership is essential in construction of new expressways which will assist dispersion within metropolitan areas. Project East River recommends that federal-aid highway funds be directed

more intensively to the provision of circumferential expressways around central metropolitan areas located at least ten miles from the center of the city. Such expressways will not only act as important by-passes of congested sections through which traffic cannot be moved for some time after an attack, but will also tend to encourage the location of new industries and related development outside of central city areas.

.....

d. *Parks and Other Open Space.* Lack of large parks is common in most of the rapidly developing suburban areas today. Private golf courses, once a substantial source of open land, are being absorbed for large-scale housing developments. Civil defense requirements indicate the need of a vigorous revival of park acquisition programs by states and counties. Since the metropolitan areas are expanding rapidly into their surrounding countryside, a program of federal aid to states, counties and cities is essential for such areas. The problem of maintaining open space between urban communities is one of the most difficult to solve. Opportunities once missed, as a practical matter are almost always permanently lost.

e. *Administration.* Until the federal agencies act in accordance with defense standards of spacing and construction on a nation-wide basis, states and localities will be slow to impose standards which, in some instances, will appear to place them at a competitive disadvantage with other states or other municipalities.

With federal acceptance of de-

fense standards on any blanket, across-the-board basis, the advantage of organizing metropolitan district planning commissions in order to prepare a land use plan for each metropolitan area will become apparent.

Organization of such commissions and delegation of limited planning and land-use control powers to them will require state leadership and more local recognition of the metropolitan interdependence of central cities and their suburbs than now exist in most areas. The problem of local administration, however, is not insurmountable, as evidenced by the many metropolitan organizations already created to meet specific intercommunity problems. In fact, the creation of metropolitan planning commissions is advisable for reasons of sound peacetime metropolitan growth and development. Civil defense will give added impetus to a movement already under way in several metropolitan areas not only for metropolitan land use planning but also for zoning and building code revision.

Private Development

Private investment in urban buildings of all kinds constitutes the greatest force in city growth and development. In terms of building activity in urban areas, about six dollars of private funds are invested for every dollar of public construction.

Project East River believes that, if and when the federal government conducts its own construction and financing of construction activities

in accordance with defense standards, the states, municipalities and responsible private investors will follow suit as a matter of public responsibility and private self-interest.

No single set of standards, however helpful as a practical means to reverse the trend of increasing urban vulnerability and to set a ceiling on intensity of development generally, can be more than a stop-gap substitute for a land-use plan of each individual metropolitan area. For this reason, Project East River recommends that the standards be modified for metropolitan areas having an approved metropolitan area plan which would make any of the recommended blanket requirements unnecessary in the interest of national defense.

Land-Use Plans

The modern city is rarely contained within the political boundaries of a single municipality. In 1950 the Census Bureau reported that nineteen metropolitan areas containing central cities of more than 500,000 population were surrounded by some 2,100 independent suburban municipalities.

During the past 40 years metropolitan area plans have been prepared for specific purposes as the necessity for such plans arose. For example, as central cities outgrew their local water supply sources, metropolitan water supply systems were planned and built. Similarly, metropolitan park plans and metropolitan park and parkway systems developed as a result of recreation

needs. Highways, airports and trunk sewers have also been planned and constructed on a metropolitan basis.

The defense requirements of decongestion of central cities, limitation of densities of new urban developments, and location of new defense-supporting industries now make essential the preparation of metropolitan land-use plans. Such plans are necessary to determine how much any particular central city can be decongested and still perform its proper functions. They are needed to guide the new development in its suburban areas. Techniques now widely applied to individual cities in the preparation of land-use plans as the basis for zoning ordinances should be extended to metropolitan land-use plans to guide metropolitan development. In a number of metropolitan areas a beginning has already been made on such land-use plans by counties and unofficial metropolitan planning agencies.

Create Planning Commissions

Project East River recommends that the states, with federal encouragement and financial aid, if necessary, create and finance metropolitan district planning commissions to prepare, in cooperation with existing local planning authorities, metropolitan land-use plans.

Project East River recommends that metropolitan district planning commissions be given (by state delegation) power to review local zoning ordinances, local subdivision plans, local building codes and local permits to construct buildings and extend municipal services with what-

ever limitations on full local authority in these and related regulatory powers over land use as may be appropriate to make metropolitan land-use plans and defense standards of density and construction effective on a metropolitan basis.

It should be recognized that defense requirements will sometimes affect metropolitan land-use plans by adding requirements to urban development which differ from what might be called normal metropolitan growth and development.

Defense requirements of urban development must be supplied by the federal government to metropolitan planning authorities if intelligent metropolitan land-use plans are to be drawn up and made effective. If land should be reserved for suburban parks, farm lands or other protective belts, both metropolitan planning commissions and the public must be convinced that the setting aside of such open space from normal development is essential to security. Similarly, to open up congested central cities, with the great capital outlay involved and inevitable local opposition to be overcome, requires an authoritative appraisal of the security benefits derived from open space. For example, if expressways should be constructed through congested city areas to serve as rubble-free access roads and to decrease vulnerability from fire, the security benefits must be made clear.

The plans for immediately developing this program should be based on the guiding principles that central cities of highest concentrations of people and industry should

gradually be decongested; that new developments in outlying areas should not exceed about 8,000 persons per gross square mile; that metropolitan development should not be susceptible to fire storms or large scale conflagrations unchecked by open space; and that a maximum of alternate transportation and utility facilities be achieved.

Closely tied in with the central-city density problem is the municipal tax base problem. Federal, state and local taxation has a profound effect on urban developments, arising from the fact that municipalities can raise revenue only from the land within their boundaries and the activities that take place on this land. To gain revenue it is necessary for each municipality to increase the assessed value of its land and the volume of business carried on within its city limits. This involves more intensive development, more concentration of people and industry, increased city density and added vulnerability.

Municipal Finances

Since a single municipality in a metropolitan area has no longer an adequate revenue area from which to collect its taxes, state and federal aid to municipalities is increasing. The effects of this trend require careful analysis to determine how significant the factor of taxation is in forcing municipalities to encourage intensive developments and whether federal and state local-aid policies could be shaped to make decongestion and dispersion more palatable to municipal officials.

The use of urban defense stand-

ards will bring increasing financial difficulties to municipalities which contain concentrated urban development or which may be subjected to new growth through operation of the standards. To meet these difficulties, there must be a readjustment in the present systems of taxing and spending by the local, state and federal governments.

At first glance it might appear that the central cities would be the portions of metropolitan areas hardest hit by application of urban defense standards which restrict further concentrations. Further analysis suggests, however, that the cities, counties or townships which contain the suburban fringe and the open country beyond may feel the heaviest impact of additional financial problems, as they seek to acquire community facilities and services in proportion to new residential, commercial and industrial development.

During recent years, the Hoover Commission, the United States Conference of Mayors, the Governors' Conference, the Congress, and many other organized groups have been interested in the problem of adjusting federal-state-local functional and fiscal relationships. Project East River recommends that the National Security Resources Board, in order to further the application of urban defense standards, give its strongest support to the proposal for a National Commission on Intergovernmental Relations, or to any alternative proposal which promises solutions to the urban financial problems arising out of defense requirements.

News in Review

City, State and Nation

Edited by H. M. Olmsted

Massachusetts Session Short but Effective

One of the 687 Bills Passed Creates Legislative Council

WHEN *legum latores* Massachusetts adjourned the 158th session of the General Court on June 11, they concluded the briefest session since 1937; but never before did the legislature have such a volume of bills and resolves to sort and dispose of. Six hundred eighty-seven bills and 128 resolves were passed out of a total of 4,395. Tight party leadership under the governor gave the chief executive little cause for complaint.

With an eye toward reducing the number of recess commissions, the legislature created the long-advocated Legislative Research Council and Research Bureau. The council—smaller than most state councils—will consist of two members of the Senate and four of the House, appointed by the presiding officers for one-year terms, each of the major parties to have equal representation. Council members will not receive salaries but will be reimbursed for expenses. The council is authorized to determine research policies and program and to appoint the research bureau director and assistants. The research bureau will be responsible for collecting facts and statistics for committees, recess commissions and individual legislators. State departments and local units are directed to furnish the information needed by the bureau.

The "Baby Hoover" Commission created in 1949 expired on December 31, 1953, in the midst of a study of salary classifications of state employees. The legislature took heed of the governor's

plea to extend the life of the commission until March 15, 1954, so that it might complete the analysis of the general and labor service salary schedules, passing the necessary resolution early in the session. The commission's thirteenth and fourteenth reports, on public health agencies and personnel administration respectively, completed in 1953, were presented to the 1954 session. The legislature adopted a few minor recommendations from the thirteenth report and increased the power of the Division of Personnel in line with proposals in the fourteenth.

Only one of the more than 125 proposals to amend the state constitution received approval of the two houses. It would increase the term of six state officers from two to four years.¹

Home Rule Loses

This year the number of special bills, of concern to particular cities, amounted to some 10 per cent of the total introduced, but an attempt to set up a measure of home rule via the constitution failed and an effort to approach the problem by a change of the General Court's joint rules pertaining to the manner in which local matters might be brought to the two houses was also unsuccessful.²

A Massachusetts Farm Bureau Federation bill to reorganize the State Department of Agriculture under a board drawn from different counties, most of whose members must be farmers, became law. The board will be responsible for the appointment of the commissioner who will administer the department.

A division on the employment of older

¹See the REVIEW, July 1954, page 353.

²See the REVIEW, July 1954, page 356.

workers—probably the first in the country—was created and added to the Department of Labor and Industries. It is directed to encourage the employment of older workers by attacking age barriers to employment through research and education. To coordinate the various programs on the problems of the aging (10 per cent of the state's citizens are over 65 years of age) in state departments and in the communities, the legislature established a council of the aging comprising commissioners of labor and industries, public welfare, education, mental health and public health *ex officio*, and four members to be named by the governor. The State Health Department was given the job of co-operating with local authorities in organizing clinics for the aging. And, finally, two hospitals were set aside for the elderly—one for the care of senile cases and another for research in chronic diseases of older people.

A notable piece of legislation is the fair administrative procedures act which became law this session. The measure, an adaptation of the uniform procedures act of the Council of State Governments, provides uniform methods for the conduct of hearings in which individual rights or licenses are involved. The act spells out rules of evidence and sets forth procedures to be followed in the adoption of regulations and in adjudicatory proceedings. Provision is made for judicial review in county superior courts and the State Supreme Court. A controversial section to allow appointing authorities to appeal to courts in the same fashion as an individual aggrieved by an agency's decision was included in the final draft. Such units as the Department of Correction, the Youth Service Board, Parole Board and the Division of Industrial Accidents are excepted from the act.

The legislature approved and the gov-

ernor signed a proposed compact between the commonwealth and other New England states setting up a New England Board of Higher Education with authority to establish a program for more medical and dental students in present schools.

Financial Measures

The 158th session will go down as the first to effect an income tax reduction, albeit slight, since world war I.

Two bond measures are worth noting: the first of \$150,000,000 for the continuation of the highway construction program; the second of \$15,000,000 for local housing authorities (\$5,000,000 was issued last year) to build homes for elderly people on low incomes.

Although there were no general salary increases for state employees, the sum of \$4,250,000 in two bills was made available for salary adjustments affecting about two-thirds of the total number.

Early in the session a Fiscal Survey Commission was created; it is already at work on a far-reaching study of fiscal activities. The commission consists of three members appointed by the governor; one member from each party in the Senate and one member from each party in the House; the comptroller, commissioner of corporations and taxation and the budget commissioner are members *ex officio*. Among other matters they are authorized to recommend legislation concerning the number of funds, adequacy and fairness of taxes and fees, federal-state and state-local fiscal sharing programs, and the management of the state debt.

The Tax Commission originally created in 1948 and enlarged in 1951 is continued with power to study the general subject of taxation.

The legislature also established a state youth commission and continued existing commissions on child delinquency, public welfare legislation, communism

and subversion, crime, educational television, retirement legislation, penal institutions and rents of veterans in state housing units.

Two bills, tagged by the governor as "musts" but eventually defeated, dealt with the state judicial system. The first would have revised the district court system by establishing 29 district courts (civil) with judges on a full-time basis. Judges in the smaller courts continuing on a part-time basis would have had charge of criminal cases only. The bill first passed both houses but was later killed because of attacks meted out by officeholders, the Taxpayers Association and others. It was not sufficiently a reform measure to attract the support of reformers and was easily open to cries of "patronage."

A juvenile court bill, recommended by a bipartisan commission, would have divided the state into nine juvenile districts with a full-time judge in each. After much argument it was defeated.

Delay in adjourning also came over two Boston bills: the first, had it passed, would have authorized Boston voters to ballot on whether to keep the present Plan A charter (mayor-council with councilmen elected at large) or to set up a borough system with election of council members from boroughs.

The second bill, one on which the Republican leadership was defeated, proposed to give to a state legislative commission the power to change ward lines in Boston.

The Republican plan to redistrict the state's fourteen congressional districts, to make it possible to gain from two to six of the seats now occupied by Democrats, attracted the ire of the Democrats, of course, but it also divided the Republicans. It fell by the wayside early in the session.

VICTORIA SCHUCK

Mount Holyoke College

Connecticut Grants Leave to Employees for Study

Under a new policy announced by Frank M. Lynch, state finance commissioner, Connecticut state employees of "demonstrated ability" may secure a leave of absence with full pay to take technical or professional courses. These courses must be designed to aid them in their state work. Leaves may be granted by the State Personnel Division on the recommendation of department or agency heads that the state will benefit because of the further education of the employee. The leave permitted will usually be for one academic year but may be extended if the State Personnel Board, headed by the governor, approves.

Employees securing such leaves must have worked for the state for at least two years and must agree that they will return to state employment for at least two additional years after completing their courses. They will be required to pay their own tuition fees.

Employees may also be granted leaves of absence without pay for educational plans which receive approval of the Personnel Board. Such employees will be guaranteed their seniority and other benefits provided they pledge to return to the state's service for at least two years.

Montana to Vote on Presidential Primary Law

The legislature of Montana has submitted to referendum for vote in November 1954 a new presidential primary law, chapter 214, Laws of 1953.

Under the current law, as applied in 1952, precinct committeemen, elected two years before, assembled as county conventions in May to select delegates to the state convention, which in turn selected delegates to the national convention.

The proposed new law provides a late date for the primary, the first Tuesday

after the first Monday in June of each presidential year, when voter opinion has probably matured. It allows a candidate for president, not later than 60 days before the primary, to file with the secretary of state an affidavit of candidacy, requesting that his name be printed on the primary ballot of his party and naming the slate of delegates whom he desires to represent him at the convention. No petition is required and the filing fee is only \$25. During the next twenty days petitions may be filed for other candidates, who do not presumably solicit it as above, including a list of delegates and supported by a petition of one per cent of the votes cast at the last preceding presidential election, and a \$25 filing fee. Four delegates will be elected at large and three in each congressional district. Delegates thus designated must sign a pledge to support their candidate at the convention on the first ballot and until released by the candidate or until the candidate receives less than 20 per cent of a convention poll.

A candidate for president named by petition may, before April 30, file an affidavit with the secretary of state stating that he is not a candidate for the nomination for president, and if nominated will not accept. In such case his name and that of his delegates will be left off the primary ballot. Voters will vote for the package consisting of candidate for president and delegates; voting for individual delegate candidates will not be permitted. Alternates to the national convention are allowed to be selected by the party state convention organized as now.

The proposed new law seemingly makes no provision for an uninstructed delegation and management activity will necessarily involve setting up a docile favorite son to head a petition filing if an uninstructed delegation is desired.

R.S.C.

Arizona Municipal League Enlarges Services

The Arizona Municipal League, at a special meeting in Mesa on July 8, adopted the report of a special committee on reorganization. It provided for the appointment of W. A. Moeur, city attorney of Tempe, as acting director, an increase in the salary of the director from \$4,800 to \$7,200, and funds for larger offices and a full-time secretary. The league asked its members to submit proposed legislation to the acting director before October 15, and instructed the latter to prepare a legislative program for referral to municipal officials before the fall meeting of the league. The acting director was instructed to develop an information service for Arizona cities, to visit each city at least once a year, and to endeavor to create a feeling of cooperation among league members. The committee on reorganization will remain on the scene to assist the acting director with the reorganization.

PAUL KELSO

University of Arizona

Most States, Cities Restrict Employee Political Activity

A recent survey of restraints on political activity of employees of state and local governments indicates that a great majority of the latter impose such restraints in some substantial degree. The survey was made by Richard Christopher of the Personnel Department of the city of Philadelphia, and was related to Philadelphia's home rule charter provisions on employees' political activities. It is summarized in a report entitled *Political Activity Provisions in U. S. Cities and States*, published by the Civil Service Assembly.

The survey covered 119 civil service jurisdictions on the state and local level. Of these, 89 per cent were found to exercise at least some measure of restraint.

Over 90 per cent of the units that have rules against political activity forbid any public employee to use or threaten to use the authority of his job to persuade someone to vote a certain way. Most of the governments also bar their workers from soliciting money for a political purpose. Other controls cover membership on political committees, distributing campaign leaflets or buttons, and marching in political parades.

Most of the municipalities and states in the survey make a distinction between political activities of a partisan nature and those that are nonpartisan. Almost two-thirds of the units do not allow their employees to distribute partisan literature. Only 30 per cent forbid them to disseminate material on nonpartisan matters, such as the building of civic projects.

Two-fifths of those taking part in the survey answered that they had no problem with public employees entering into political action past the allowable point, and made the unsolicited comment that this was due to the existence of a long-standing, successful merit system of personnel management.

Mr. Christopherson concluded from his study that "a rational prohibition of detrimental political activities—clearly spelled out as to both nature and procedure—is essential to the full-time performance of skilled, experienced, able and efficient employees in the service of the entire citizenry."

Council-manager Plan Developments

There were 1,241 communities with the council-manager plan on June 30, 1954, according to a report issued by the International City Managers' Association. There are now more council-manager than mayor-council cities in two population groups—250,000 to 500,000 and 50,000 to 100,000. The number and percentage of cities in each popu-

lation group with the manager plan are: 500,000 and over, 1 city (Cincinnati); 100,000-500,000, 33 cities (37.5 per cent); 50,000-100,000, 55 cities (43.6 per cent); 25,000-50,000, 105 cities (42.2 per cent); 10,000-25,000, 274 cities (36.4 per cent); 5,000-10,000, 269 cities (24.5 per cent); 2,500-5,000, 187 cities (12.0 per cent); and 1,000-2,500, 100 cities (2.9 per cent). In addition 217 council-manager communities are not included here because the Bureau of Census does not classify them as incorporated urban places, or because they have less than 1,000 population, or because they are outside the continental United States. On June 30, 1954, there were approximately 27,000,000 people living in communities with the manager plan.

MOUNT CLEMENS, MICHIGAN, (1950 population 17,027) has recently adopted the council-manager plan.

Other recent adoptions reported by the International City Managers' Association include BALDWIN BOROUGH (9,158) and McCANDLESS TOWNSHIP, Pennsylvania; BELLE GLADE, FLORIDA, (7,219); ELBERTON, GEORGIA, (6,772); and LAGUNA BEACH, CALIFORNIA, (6,661).

The city council of SANGER, CALIFORNIA, (6,400) on June 16 gave final approval to an ordinance establishing the position and duties for a city manager.

In SAN CLEMENTE, CALIFORNIA, (4,435) after a favorable advisory referendum in April, the city council on July 7 gave final approval to an ordinance creating the office.

CASA GRANDE, ARIZONA, (4,181) has adopted the manager plan.

A committee of five has been appointed by the town moderator in LEICESTER, MASSACHUSETTS, to investigate the advisability of adopting the town manager plan.

In HAMPTON, VIRGINIA, a council-manager city, a referendum on methods of council election, held on July 13, showed 1,837 votes for election at large,

1,017 for election by boroughs and 946 for a combination. As no plan received a majority, a run-off vote will be taken at the November 2 general election.

The PARKERSBURG, WEST VIRGINIA, Chamber of Commerce has adopted a program of action for a better community which includes the study, with other groups, of the council-manager plan for possible adoption in that city.

Proposed changes to the charter of MARTINSBURG, WEST VIRGINIA, one of which would have provided for the appointment of a city manager, were defeated at an election on June 8.

In ORLANDO, FLORIDA, a charter referendum on May 25, calling for expression of preferences between the council-manager plan, the mayor-executive plan and the present mayor-council form, resulted in a vote of 4,770 for the latter, with 4,232 for mayor-executive and 1,501 for council-manager. A run-off election on June 8 retained the present form.

In JACKSON, OHIO, a citizens' committee has been organized to promote the council-manager idea and circulate petitions calling for a referendum election. An educational campaign is being conducted by the *Herald* and *Sun-Journal*.

A total of 3,065 citizens of JOLIET, ILLINOIS, have signed petitions, circulated by the Better Joliet Committee, asking for a referendum on adoption of the council-manager plan. Only 2,400 are needed.

Petitions calling for a referendum election on the question of adopting the council-manager plan have been circulated in DECATUR, ILLINOIS, by the Junior Chamber of Commerce and the League of Women Voters. The movement is sponsored by a group called Friends of the Council-manager Form of Government, organized by the Association of Commerce and the League of Women Voters. The petitions, when

completed, were to be submitted to the county court, which can order the city council to call the referendum if there are sufficient valid signatures.

A referendum to abandon the council-manager plan, held in SLATER, MISSOURI, on June 11, was defeated by a vote of 608 to 386.

An opinion poll of the PRATT, KANSAS, Chamber of Commerce, relating to various local issues, included a question as to a council-manager plan for Pratt. The chamber issued 324 questionnaires and 118 replies were received. Of those voting on the manager plan, 73 were in favor and 27 opposed.

An attempt to abandon the council-manager plan in CHADRON, NEBRASKA, on August 10, was defeated by the voters, 1,092 to 592.

A committee of six, including two councilmen, has been appointed by Mayor H. Paul Huss of SANTA FE, NEW MEXICO, to study the council-manager plan and make recommendations as to its adoption. It is reported that in the spring election campaign the manager idea was supported by the Democratic party and received partial support from the Republicans.

Mayor Floyd Atchison of RATON, NEW MEXICO, has appointed a committee of eight, including four councilmen, to study a proposal to change to the council-manager plan.

Voters of MINERAL WELLS, TEXAS, defeated a proposal for adoption of the council-manager plan on August 10. The vote was 1,159 to 564.

At the municipal election in LEWISTON, IDAHO, on June 14 a proposal for adoption of the council-manager plan was narrowly defeated, 1,311 to 1,256.

A board of fifteen freeholders in WALLA WALLA, WASHINGTON, has drafted a council-manager charter. It is expected to come to popular vote in November.

The city council of SOUTH GATE,

CALIFORNIA, has been studying the possibilities of the council-manager plan for more than a year, according to Mayor Charles Peckenpaugh.

The 40th annual conference of the International City Managers' Association will be held in St. Petersburg, Florida, December 5 to 8.

Fort Lauderdale, Florida, Shrinks 27 Departments to 9

Prior to July 1 the rapidly expanding resort city of Fort Lauderdale (estimated permanent population, 57,000) on Florida's lower Atlantic coast provided municipal services through 27 separate operating units.

Of these thirteen reported to the city manager; five to the city commission; two to the utility manager; four to the city manager and engineer; two to the city commission, city manager and advisory boards; and one to the city manager and utility manager.

In addition, fifteen advisory boards and a citizens' traffic committee assisted the city commission on policy matters. Ten of the boards were charged with certain administrative duties as well.

It became increasingly apparent that this sprawling municipal setup was unwieldy. A streamlined government designed to provide more rigid financial control, end duplication of services and eliminate divided authority was proposed and ultimately adopted.

Under the reorganization, the number of departments and offices was reduced from 27 to nine, with three—offices of city manager, city attorney and city judge—continuing to report to the commission and six being responsible directly to the city manager.

The reduction was made possible by grouping all field operations under three major departments—police, fire, public works—and centralizing financial control under one, all under the manager.

The two remaining departments under the manager provide for staff services. One is responsible for internal controls including personnel, budgeting, administrative reporting, cost and performance records, public relations and investigation of complaints. The other is charged with liaison duty between the city manager's office and advisory boards dealing with the city's leisure-time facilities.

The city manager's office, on July 1, began issuing a monthly digest of items related to the city's administration.

DONALD P. WOLFER, *City Manager*
Fort Lauderdale, Florida

San Antonio De-annexation Held Void by Court

The Texas Third Court of Civil Appeals decided on July 21 that the city of San Antonio acted illegally in 1953 in detaching 65 square miles of territory, which was part of 79.7 square miles annexed in 1952. Under the law the city could detach unimproved territory, but the court held that the 65-mile tract could not be considered unimproved.

Incorporation of Suburban District Denied in Alaska

A petition for incorporation of an area known as Eastchester, surrounded by portions of the city of Anchorage, Alaska,¹ was denied on May 26 by Judge George W. Foltz of the Alaska District Court, Third Division. In his written opinion the judge said: "The denial of the petition was based upon the facts that the area sought to be incorporated is a part of and indistinguishable from a large urban area which also embraces the city of Anchorage, and that experience teaches that an area of that kind is best served and administered by one municipality."

¹See the REVIEW, May 1954, page 244.

Police and Firemen Combined for Quarter Century

Oakwood, Ohio, a suburb of Dayton, has completed 25 years with a single public safety department for police and fire protection. The department has 31 men to serve a population of 9,691.

The personnel includes a "property protection" crew, composed of men responsible for fire-fighting. They respond to major fire calls. Police cruisers go at once to the scene of a fire and in some cases extinguish it with equipment carried in each vehicle.

Uniform Laws Group Would Drop Coroners

The National Conference of Commissioners on Uniform State Laws voted 37 to 0 August 14 at its meeting in Chicago to recommend adoption by all state legislatures of laws that would abolish coroners.

In place of elected coroners the commissioners suggest a state operation headed by a chief medical examiner who would employ pathologists and other technicians to investigate all violent deaths and other deaths under suspicious circumstances.

The recommendations follow the general lines of the *Model State Medico-legal Investigative System* issued in 1952 by the National Municipal League in cooperation with the American Bar Association (Criminal Law Section), the American Medical Association, National Civil Service League, American Judicature Society and American Academy of Forensic Sciences.

Two New Governmental Publications in India

The Federation of All-India Local Authorities is inaugurating a new quarterly magazine entitled *Local Govern-*

ment, edited by K. Narasimha Rao, with headquarters in Masulipatam (Andhra), India.

The Bombay Municipal Corporation began the publication of the monthly *Bombay Civic Journal* in March 1954. It is an attractive illustrated magazine, with a wide variety of articles. The editor is U. G. Rao.

PAS Completes Its Twentieth Year

This year the Public Administration Service marked its twentieth anniversary as an affiliate of the Public Administration Clearing House.

In two decades the organization has completed more than 1,000 consulting, research and publication projects at a cost of about \$5,000,000. A permanent staff of about 30 experts has been augmented substantially by outside consultants for various projects.

The PAS is a major contributor to the literature of public administration, its publications having a combined circulation in excess of 250,000. It has conducted studies and surveys in many foreign lands.

Prior to 1934, the organization, known as the Municipal Administration Service, was constituted by the National Municipal League as a clearing house designed to give the published works of research agencies a wider audience.

New York Regional Plan Group Has 25th Anniversary

The Regional Plan Association, Inc., of New York City, which is devoted to the coordinated development of the New York-New Jersey-Connecticut metropolitan region, announces that the 25th anniversary Regional Plan Conference will be held on Wednesday, October 6, at the Hotel Roosevelt, New York City.

County and Township *Edited by Edward W. Weidner*

Administrative Officer Asked for Baltimore Co.

Commission Report Makes Five Main Recommendations

THE Commission to Study the Reorganization of Baltimore County, appointed in the spring of 1953 under a House Joint Resolution, has issued its report to the board of county commissioners,¹ suggesting that a chief administrative officer be appointed.

Five main conclusions were contained in the report:

(1) That the board of county commissioners be transformed into a body concerned primarily with local legislation and the over-all policy supervision of county government. As a consequence of this recommendation, it was felt that the county board should be increased in size and that its method of election be altered to reflect the interests of major community areas in the county.

(2) That the county take steps to achieve home rule under the appropriate provisions of the Maryland constitution. This recommendation would give the board of county commissioners a fairly wide scope of general policy formation and control.

(3) That the office of chief administrative officer be created. The CAO would take over the detailed tasks of county administration and would be appointed by and responsible to the county board or council.

(4) That the agencies now performing fiscal, purchasing, legal and personnel functions be consolidated into a single department of administration.

This department would act as the chief administrative staff to the CAO and its head would be the No. 2 man in county administration.

(5) That the chief administrative officer be charged with integrating the large number of independent departments now in existence into a smaller number of functionally organized agencies. As part of this proposal, the CAO, with the help of the department of administration, would present suggestions for continuing reorganization to the council as the need for these might arise.

In the primary election that took place during the past summer, candidates for the board of county commissioners pledged their support to the commission's report.

Recommend Manager Plan in Three States

Recommendations on the county manager plan have been made in three different states recently. In North Dakota, Dr. Ross Talbott, of the Department of Political Science, University of North Dakota, recommended the county manager plan in an article in the May issue of the *North Dakota Union Farmer*. Talbott emphasized that the county manager plan would provide an executive branch of government that would be professional in character, similar to the plan that has attracted so many cities in recent years. He felt that a county manager system could lower taxes or improve services or both and cited Petroleum County, Montana, as an example.

The *Hanford* (California) *Journal* has come out editorially in support of a county manager form of government for Kings County. It points out that county government is growing more and

¹*Report of the Commission to Study the Structure of Baltimore County*. Baltimore, The Johns Hopkins Press, 1954. 64 pp.

more complex and that the necessity of maintaining a skilled man to head it and to expedite services is ever greater; that supervisors, who are part-time public servants, are unable to keep their eyes on the numerous details of county government.

To back up its claims of better government under the manager plan, the *Journal* cites experiences of other California counties as well as studies made by the National Municipal League and the University of California.

Another newspaper, the *Gastonia* (North Carolina) *Gazette*, has suggested that its county, Gaston, should go in the direction of the county manager form of government. At a recent meeting of the county board, one of the commissioners suggested that the board visit some of the counties having such a form of government and that it should study the plans in use by them.

Citizens Establish Manager Plan in Maricopa County

Maricopa County, Arizona, has taken a number of steps recently toward awakened citizen interest and better county government. The citizens organized a Better Government Association two years ago which was successful in electing a majority of the board of supervisors.

As a result, a manager form of government was established in the county, but its existence depends upon a favorable majority on the governing body. There is no constitutional or legislative basis for the office of county manager, but the Better Government Association hopes within a few years to be able to persuade the legislature to pass such statutory authority because of the excellent record the manager plan is making.

Student County Employees Aid in Recruitment

Los Angeles County has established open competitive examinations for student employees (campus representatives) at the University of Southern California and the University of California at Los Angeles. These positions provide an opportunity for currently enrolled students to gain experience in work related to their fields of specialization. Each student worker will help the Los Angeles Civil Service Commission recruit for county employment by transmitting publicity about employment opportunities in the county to the student body and will serve as a contact person for recruitment information.

County Institutes Held in Wisconsin

A County Clerk and County Administrative Procedures Institute was held in June by the Bureau of Government of the University of Wisconsin in co-operation with the Wisconsin County Clerks Association and The Wisconsin County Boards Association. The institute included a section on recent developments in Wisconsin county government, including school district reorganization, civil defense, industrial development programs and parks and planning progress. A second section was devoted to improving administrative procedures and a third to problems of administration, such as finance and codification of the statutory duties of a county clerk.

Lloyd W. Woodruff, director of the institute, compiled an extensive manual which contained explanatory material for all sessions and which will serve in the future as a reference guide for county clerks on the subjects discussed.

Proportional Representation . . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

P. R. Again Attacked in Cincinnati

Council Uses New Plan for Filling Council Vacancies

FOR the fifth time in eighteen years, proportional representation voting in Cincinnati has become the target of renewed attack. Petitions proposing an amendment to repeal P.R. and substitute the so-called limited vote have been filed under the initiative provisions of the Ohio constitution.

The plan proposed, while referred to in advance publicity as the "Indianapolis plan," is unlike the Indianapolis plan in that it contains no provision for a preferential primary, nor does it limit in any way the number of candidates that may be proposed by a political party or group. Its principal innovation is to provide for balloting with X-marks for six candidates, the nine candidates obtaining the largest number of X's being elected.

In their pronouncements, the sponsors of the change disavowed all political inspiration or associations. The City Charter Committee, traditional supporter of P.R., quickly exposed the past associations of most of the sponsors with previous attempts to kill P.R., all of which eventually traced back to the 70-year-old Republican machine which has fought P.R. ever since it was adopted.

Next it developed that virtually all the circulators of the petitions for amendment were either job holders in the county courthouse, the fortress of the old machine, or precinct workers for the machine.

In a belated effort to counteract these revelations, sponsors of the amendment

dispatched a nominal number of blank petitions to each of the 26 ward executives of the Democratic party, with peremptory directions to circulate them at once and return them filled in less than a week. The chief inducement held out to the executives was "to establish the Democratic party in city of Cincinnati affairs." This maneuver in due course was also exposed by the Charter Committee as part of ultimate proof that the whole anti-P.R. movement is politically inspired.

Despite their vigilance, however, Charter Committee leaders are by no means complacent as to the result of this latest attack. The Charter group has called upon all responsible elements to join in rejecting this latest substitute for P.R., but is aware that the defection of even a small number of job-hungry Democrats, when linked with the work of the spoils politicians in the local Republican machine, could prove disastrous.

A full-scale campaign is planned and, as the Cincinnati *Post* remarked, "the fight will be hot."

Mayor's Vacancy

The seat in Cincinnati's city council made vacant in May by the death of Mayor Edward N. Waldvogel has been filled by appointment of his youthful campaign chairman, Vincent H. Beckman, Jr., attorney, in the first test of a procedure for filling vacancies adopted by popular vote last November.

The late mayor's title as chief ceremonial officer of the city, however, remains unfilled at this juncture, with the result that Vice Mayor Dorothy N. Dolbey, who had been substituting for Mr. Waldvogel since early March, continues in her unexpected assignment, thereby becoming *de facto* the first

woman mayor in American history to serve a city of over 500,000.

The selection of Mr. Beckman for Mr. Waldvogel's council seat represents a notable step forward for Cincinnati's P.R.-elected councils. Filling vacancies previously, especially three of the past decade, had occasioned considerable acrimony and resentment. Charter supporters particularly were disturbed when such Charter leaders as former Mayor Russell Wilson, deceased, and Charles P. Taft, resigned, were replaced by the opposition machine councilmen, by majority vote of the council, on a strict political patronage basis.

Although the Charter Committee twice had recommended to the opposition joint action to enact as part of the city charter the P.R. council vacancy provisions of the National Municipal League's *Model City Charter*,¹ not until 1953 was there a hint of response. Last year, however, following widespread resentment over the action of the then machine majority in appointing one of its henchmen to the seat of the late Charter floor leader and former mayor, Albert D. Cash, Potter Stewart, a member of the majority, declared he would support a charter amendment designed to prevent such incidents in the future.

Mr. Stewart rejected, however, the Charter Committee's recommendation of the *Model Charter* provision, and instead proposed that each member of council, before taking the oath of office, be required to file with the clerk of council a certificate setting forth the names of one or more members of council who would thus be empowered to designate his successor in the event of death or retirement. The Charter Committee appointed a special committee headed by John J. Gilligan to attempt

to persuade Stewart to modify the proposal so as to ensure wider participation in the choice of the successor. This they felt important, particularly in the case of an independent member of council who might regard his colleagues as unsympathetic to his views.

Mr. Gilligan was not able to budge Mr. Stewart and ultimately the Charter Committee agreed, despite misgivings, to join in co-sponsoring a campaign for the adoption of the proposal. With both major groups thus aligned, approval was given as a matter of course.

Ironically, Mr. Gilligan became the first to exercise the authority granted under the new amendment. Elected to council for the first time in November, he was certified by Mayor Waldvogel to serve as Mr. Waldvogel's successor-designator. It was by his decision that Mr. Beckman was named to the vacancy.

FOREST FRANK, *Executive Director*
Cincinnati City Charter Committee

Worcester Newspaper Answers Labor Group

EDITOR'S NOTE.—The editorial below, titled "P.R. Attacked Again," is taken from the *Worcester Telegram* of August 7, 1954. Many labor groups have been strong supporters of proportional representation.

In attacking the proportional representation system of voting, the Massachusetts Federation of Labor repeated the familiar and weak arguments.

It called P.R. a European system. The charge is justified, but irrelevant. A large section of our population is of European origin. Many of our political institutions are of European origin, especially English. Our secret ballot system came from Australia.

The federation in its resolution said that P.R. "does violence to the American plurality system of voting." What of it? P.R. is a device under which groups of voters are sure of representation.
(Continued on page 429)

¹This calls for the filling of all vacancies by a recount of the ballots cast for the outgoing member—as provided also for Massachusetts P.R. cities.

St. Louis and Dayton Renew Income Taxes

Phoenix Voters Adopt Sales Tax Amendment

MUNICIPAL sales and income taxes received the attention of both voters and courts during the late spring and summer this year, again emphasizing the extent to which revenue from this type of excise has become a fixture in financing local budgets.

St. Louis, Missouri, on May 1 reimposed its local income tax of $\frac{1}{2}$ of 1 per cent. The new act provides for the payroll withholding of the tax on salaries and wages and allows employers a 3 per cent discount to cover collection costs. The authorization runs to April 15, 1955. If the city submits a proposition for its continuance to the voters before that date, the tax will continue to April 15, 1956, if voted down and for an additional year if approved.

The city's first similar tax was enacted in 1946 but invalidated by the courts. Subsequent taxes were enacted in 1948 and 1952, with specified expiration dates also. Features of the old ordinance are reported to have been upheld by the United States Supreme Court, permitting differing treatment of individual and business income.

In Dayton, Ohio, the voters approved a renewal for five years of that city's $\frac{1}{2}$ of 1 per cent income tax. The majority was 76.5 per cent, compared with 74 per cent when the tax was first adopted in 1950. The tax applies to salaries of persons living or working in the city and to net profits of businesses. One-fourth of the receipts are required, as under the previous charter amendment, to be allocated for capital improvements.

The tax yielded nearly four and a half million dollars in 1953.

In Phoenix, Arizona, where a local sales tax had been in use for five years but was invalidated by an adverse ruling in the state courts, an enabling charter amendment was adopted in July by a three-to-one majority to permit the city to levy a privilege license and sales tax. In the past, the rate of the tax had been $\frac{1}{2}$ of 1 per cent. Following enactment of the enabling amendment, a citizens committee was appointed by the city council to recommend terms of the ordinance to be drafted pursuant to the new charter provision. The tax yielded over one and a half million dollars in 1952-53, and was estimated to produce \$1,670,000 for 1953-54, the equivalent of a property tax rate of \$12.50 per \$1,000.

Portland Officer Third Time Winner of Louisville Award

The 1953 Louisville gold medal award of the Municipal Finance Officers' Association was presented to Will Gibson, city auditor of Portland, Oregon, for his development and preparation of a practical manual on *How to Account for, Preserve, and Dispose of Public Records*. Mr. Gibson was the recipient of the first gold medal awarded in 1940 in this annual cooperative recognition of outstanding service by the M.F.O.A. and the city of Louisville. In 1951, he received a certificate of merit and honorable mention.

The earlier award was for the installation of a modern accounting system in Portland, including the preparation of a comprehensive accounting manual covering procedural processes to be used by the staff of the city auditor who, under the charter in Portland, also serves as the city clerk. The 1951 award was for the installation of a new accounting sys-

tem for the city's fire and police disability and retirement funds.

The 1953 award was announced and the presentation made at the association's 1954 annual conference at San Francisco.

Phoenix Introduces Performance Budget Features

The budget document of the city of Phoenix, Arizona, for 1954-1955, in addition to its general conformity to the pattern devised by the National Committee on Municipal Accounting of the Municipal Finance Officers' Association, contains a number of other noteworthy features.

It describes more completely the work programs of the coming year by including comparative work unit statistics for each activity when they are available. For example, comparative statistics for the division of accounts of the finance department include the number of payroll warrants issued, the amount of claims processed, the approximate number of internal audits and the man hours of internal auditings.

To show the true total cost of personal service, pension contributions, instead of being carried in lump sums classified as contractual services, are broken down and included under personal services in each separate activity. Estimates of the city's contributions under the federal insurance contribution act and for industrial insurance are entered in the same manner. The budget document also contains a page captioned "Phoenix Expansion," which gives outline maps and population figures since 1881, with the map for 1954 showing annexations since 1950.

PAUL KELSO

University of Arizona

Belsley, Elsbree Named by U. S. Commission

G. Lyle Belsley, associate director of the Public Administration Clearing

House, has been appointed executive director of the federal Commission on Intergovernmental Relations. Hugh L. Elsbree, senior specialist in American government and public administration at the Library of Congress, has been made deputy director of research. Announcement of the appointments was made by the commission's chairman, Meyer Kestnbaum. The commission is scheduled to forward its final report to the President by March 1, 1955.

State-Local Borrowing at Record Rate

State and local long-term borrowing continued at record levels over the summer months this year, accumulating to more than four billion dollars of new bonds to August 1, 1954, an increase of nearly nine hundred million dollars over the 1953 period. At the same time effective interest rates, which had been abnormally high during the forepart of 1953 because of the federal government's "dear" money policies, returned to levels highly favorable to the borrowers.

For the first seven months of 1954, the total of state-local new long-term borrowing, as reported by *The Daily Bond Buyer*, was \$4,013,851,111, as compared with \$3,141,719,199 in the first seven months last year. There were 3,775 separate new issues this year, compared with 3,374 in the prior year's period. Revenue bonds (obligations payable solely from the proceeds of specified rates or charges for services and not entitled to support from general property taxes) were responsible for most of the over-all gain in this year's total. Revenue bonds included in this year's aggregate amounted to \$1,602,411,100, compared with \$739,449,570 in the first seven months of 1953.

Many of this year's new issues have been going, as to the shorter maturities, into the portfolios of the commercial

(Continued on page 429)

Citizen Action *Edited by Elsie S. Parker*

Pittsburgh First City with Educational TV

*Families, Businessmen and
Schools Contribute to WQED*

"EVERYBODY talking about heaven ain't a goin' thar!" is the realistic but slightly pessimistic view set to music in an old spiritual. Regretfully, every community talking about a television station of its own isn't going to have one.

There are plenty of channels to go around in the reserved allocations for educational stations. There is enough money salted away to put stations on the air and keep them there. But what it takes, more than anything else, to put a community television station on the air and keep it there is a large number of dedicated, selfless, hardworking people who love their community, respect their fellow men, and keep a clear eye on the future. This isn't so easy to find.

It hasn't been easy to make community television work in Pittsburgh, either. But it does have the first community sponsored television station in the world. Like all good things, the explanation is simply stated, only the accomplishment is difficult.

The pattern is this: One hundred thousand families in the Pittsburgh district subscribe two dollars a year to WQED, Channel 13, their community television station. This makes \$200,000 net revenue to WQED. Interested individuals subscribe another \$50,000. Most of this is in gifts of less than \$50. School districts contribute to WQED on a pro rata basis of 30 cents per child, amounting to another \$100,000. The operating budget for WQED for one year is \$350,000.

Three foundations contributed the major part of the capital funds to build and equip WQED—the A. W. Mellon Educational and Charitable Trust (\$100,000); the Arbuckle-Jamison Foundation (\$100,000); and the Fund for Adult Education established by the Ford Foundation (\$150,000). Westinghouse Radios Incorporated, a subsidiary of the Westinghouse Corporation, gave WQED the use of its FM tower as an antenna site and leased a portion of its transmitter house for the housing of WQED's transmitter.

The Pittsburgh Plate Glass Company gave a suitable building and grounds to the University of Pittsburgh, which in turn leased the property to WQED for a period of fifteen years at one dollar a year. With a minimum of remodeling, this strategically located building was converted into a large and adequate studio with conveniently located engineering and office facilities.

The first and requisite engineering equipment was purchased with the large initial capital grants of funds. The Howard Heinz Endowment purchased Vidicon projection equipment for films. Mrs. Edmund Mudge bought an organ for the studio. The community undertakes to support the station and to contribute its yearly operating funds.

WQED first went on the air in April 1954. During the spring the broadcast schedule included an hour each day of in-school programs, sponsored and produced by school people and educators. In-school service will be increased to two hours a day this fall and the programs are being carefully planned by a school committee of educators representing private, parochial and public schools so that the programs fit neatly into the established school curricula.

The "Children's Corner," from the

beginning Channel 13's important bid for popular support, has met with almost unprecedented response. Josie Carey, the hostess of the children's program, and Fred Rogers, its producer, now receive more than 1,300 letters each week from young fans.

This fall WQED will present the High School of the Air. Under the sponsorship of the adult education departments of the public schools and directed by Dr. Harry Snyder, veteran of many successful adult education programs, WQED will offer courses in basic subjects—mathematics, English, history, etc. Listeners who so desire may enroll for the complete course for five dollars and, at the end of the semester, take an examination. It is possible for thousands of residents of the ten-county area served by WQED to earn a high school diploma by participating in the High School of the Air.

The most important program of civic interest is WQED's "Community Portrait." Although the station is located in Pittsburgh, its signal area covers many communities of various sizes and interests. Each of these cities, counties, townships and boroughs has social problems and special accomplishments. On Community Portrait each has a chance to speak out. Rezoning, traffic, highway condemnation, plans for a new school library and public health are discussed and sometimes argued. All phases of civic development as related to specific communities find their way to Community Portrait.

Civic leaders are asked to be masters of ceremonies on the programs dealing with their localities. Bankers, mayors and labor leaders participate in these intimate visual portraits. Community Portrait has helped to solve some specific problems. It has given some communities the pat on the back that they deserve and it has helped one community to understand another and to unite the

western Pennsylvania area in a common venture, community television.

In order to go to the 40-hour-a-week schedule anticipated for WQED in the fall, it is necessary to make the best use of good film. The Wherrett Memorial Fund has financed a research project in which available film on many subjects is being listed and programmed and made ready for future use.

WQED cannot sell time. It cannot promote the use or sale of products. It cannot influence legislation or sponsor candidates for election. It cannot permit the air waves on Channel 13 to be used for fund raising (other than its own) or money-getting gimmicks.

WQED can be used, however, to present two sides of a controversial issue. It can help the old to learn the uses of leisure and the young to understand the world and people about them. It can help one community in its signal area learn to know another.

Small Staff

The staff numbers only 33 and each member is skilled in some phase of community television operation. The station relies heavily on the help of amateur volunteers, students and the many other young people who contribute their services. Community television is a young person's business. They are quick to see its opportunities and its future.

It took a man of vision, Mayor David L. Lawrence, to get the idea for community television in Pittsburgh. It took Dr. Alfred W. Beattie, superintendent of Allegheny County Schools; Leland Hazard, president of the Metropolitan Pittsburgh Educational Television Station and vice president and general counsel of the Pittsburgh Plate Glass Company; John T. Ryan, Jr., vice president of MPETS and president of the Mine Safety Appliances Company; Leon Falk, Jr., also vice president of MPETS and chairman of the board of Falk &

Company; and others to make it work. It takes a lot of work—and worry.

Ask anyone in Pittsburgh if it has been worth it.

DOROTHY DANIEL, *Editor*
WQED Program Previews, Pittsburgh

Winnetka Caucus System Spreads in Illinois

The Winnetka, Illinois, caucus, an informal nominating committee which chooses candidates to run for local office,¹ has been copied, with variations, in several other Illinois communities. The League of Women Voters of Elgin has canvassed those communities with a questionnaire, replies to which have developed the following facts:

Oak Park (population 63,529), soon after its adoption of the council-manager plan in 1953, developed a caucus committee composed of one representative from each civic organization, church group, patriotic club and school PTA, as well as the Republican and Democratic parties. The delegates asked for suggestions as to candidates for the city's new council and got a list of 225 names. These were carefully screened as to background and record of public service. Delegates selected six persons with geographic and occupational balance, none of whom had ever run for office, and promoted their election.

Wilmette (18,162) for many years has had what it calls a Harmony Convention, whose delegates are chosen by the so-called creative committee made up of delegates from recognized organizations. The convention consists of four delegates and one alternate from each district in the village, with the duty of enlisting citizens who have ability to be candidates for the village board, library board and park district board, without regard for political affiliations.

¹For a description see the *REVIEW*, September 1949, page 416.

Hinsdale (9,846) since 1934 has had caucus committees with two classes of members, organizational and sectional. Organizational members are appointed by qualified and registered organizations. They invite suggestions of names of suitable sectional members and in combination with them develop a ticket of candidates through a nominating committee with careful provision for rotation of personnel every two years connected only by an interim committee of seven members.

Glencoe (6,980) elects a caucus committee for a two-year term through an informal election by ballots distributed to each family by mail. The committee consists of one man and one woman for each school district. It adds five members at large to its own number and develops a slate of candidates for the school board. Rotation of personnel of the caucus committees is provided.

The frequent result of such arrangements has been the unopposed election of caucus candidates in cooperation with the political parties. The device, of course, is facilitated by the absence of serious divisions of class or type of citizens in the communities using it.

R.S.C.

Cambridge Organization Surveys Civic Groups

The Cambridge Civic Association recently circularized good government groups in ten cities with a questionnaire on their local operations. Nine of them replied.

The questionnaire made inquiries on publicity: as to how publicity is handled—by a paid staff member or publicity director, by a volunteer chairman or committee assisted by paid secretary, by a volunteer chairman or committee; to what extent newspapers and radio are used in campaigns; how well the association's activities are handled by

these media between elections. The questionnaire sought to establish whether there was ward and precinct organization, ward organization only at election time, neighborhood groups functioning between elections, no ward organization. Another question dealt with year-round and non-election year activities.

The groups responding to the questionnaire included the Cincinnati City Charter Committee, Municipal League of Seattle and King County (Washington), Des Moines (Iowa) Good Government Association, Citizens League of Pawtucket (Rhode Island), Citizens' Plan "E" Association of Worcester (Massachusetts), Richmond (Virginia) Citizens Association, Citizens Action of Grand Rapids (Michigan), Peorians for Council-Manager (Illinois) and the Hartford (Connecticut) Citizens Charter Committee.

The Cambridge association is using the replies to the questionnaire in making a reevaluation of its work. If the necessary funds become available it may publish a summary of its findings, omitting such information as is considered confidential.

District Planning Boards

The Citizens Union of New York City is advocating that Mayor Wagner redeem his election campaign promise to extend to the entire city the new institution of community district planning boards which he inaugurated in Manhattan while president of that borough. The Citizens Union feels that: (1) The establishment and operation of these boards should be a joint enterprise of the mayor and the five borough presidents; (2) the mayor's office should provide a small budget and staff for the organization of the new boards and the servicing of all the boards; (3) the city planning commission should be asked to review its maps of proposed community districts and

make any desirable revisions in the districts with a view to their immediate use as areas for community planning boards throughout the city; (4) the commission staff should be enlarged by the addition of at least two or three experienced planners for each borough to work with the borough's community district boards; (5) each community district planning board should be given the vision of the more complete community program developed by the Citizens Union and the city planning commission and be encouraged to work with city and borough officials on plans for the gradual development of a civic center and coordinated local public services.

The union, which first advanced the community district program in 1947, believes there should be a master plan of each community district and the acceptance of the districts for the local operation of city departments and agencies, with a civic center and an information and complaint bureau in each district.

Getting Out the Vote

Many stunts are employed to get out the vote. We are indebted to the League of Women Voters of Pensacola, Florida, for this item from their bulletin, *The Tally Sheet*.

"A tombstone was put up in the court yard saying:

'Mary, Mary,
Quite contrary,
Didn't vote,
Bury Mary.'

The tombstone was donated by Davis Marble Works and the flowers by Fud's."

Illinois Reapportionment

Numerous state and local organizations in Illinois have spent the summer preparing for a bang-up campaign to secure adoption of a proposed reapportionment amendment to the con-

stitution.¹ Among them are the Illinois Committee for Constitutional Revision, Illinois State Chamber of Commerce, League of Women Voters of Illinois and Citizens of Greater Chicago. All have issued literature explaining the amendment and urging voter support.

Aids in Adoption of Codes

The Municipal League of Spokane, Washington, reports that through its activities the league has influenced adoption of uniform building and fire codes for Spokane County and has helped to secure a larger staff in the county assessor's office for reevaluation of property taxes.

Richmond's First Councilwoman

The Richmond (Virginia) Citizens Association won six of the nine seats on the city council at the spring election. One of the winning candidates was the first woman ever elected to the council in the city's history, Mrs. Eleanor P. Sheppard.

Approves Annual Report

The Citizens Plan E Association of Worcester, Massachusetts, has commended its city council for planning publication of an annual report, to be in tabloid newspaper form. "Such an annual report," reads the commendation, "attractive in appearance and widely distributed, will give the citizens of Worcester an opportunity to receive a comprehensive, understandable annual report for the first time and enable them to appreciate more fully than is possible at present the functions and expenditures of our city government." Worcester has the council-manager plan with proportional representation for the election of its council.

PROPORTIONAL

REPRESENTATION

(Continued from page 422)

tion, on a council or school committee or other body, in proportion to their numbers. The goal is achieved by marking first-choice, second-choice, third-choice, and so down the line of candidates, on the ballots.

The federation said that P.R. "destroys the bipartisan or two-party system." It does indeed seek to remove Republican-versus-Democratic partisanship from city government and city elections. But that does not mean "destroying" our two-party system in general. Further, P.R. in one sense is a protector of the two-party system, since it prevents any political party from having all of the seats in a council by winning a bare plurality of votes in an election.

TAXATION AND FINANCE

(Continued from page 424)

banks, which have sought replacement earning assets to offset the contraction in business loans. At June 30, 1954, for example, the dozen largest banks in New York City held roundly \$413,000,000 more state and municipal bonds than at the corresponding 1953 date. Individual investors have also been active buyers, particularly of the revenue issues, which combine the valuable tax exemption feature with price and coupon features which provide yields considerably above those to be secured after taxes from corporate bonds of anything like the corresponding quality.

As a result of the continuing strong investor demand, borrowing costs have materially bettered those of mid-1953. *The Bond Buyer's* index of yield on twenty representative bonds was 2.26 per cent the first week in August, compared with 2.90 per cent a year earlier. For eleven high-grade bonds, the spread was 2.10 per cent compared with 2.73 per cent.

¹See the REVIEW, April 1954, page 195.

Contra Costa Officials Coordinate Efforts

County's 130 Taxing Units Seek Functional Cooperation

CONTRA Costa County, California, is faced with a problem widespread throughout the United States but of special importance in the "Golden State." This is the problem of many governments with semi-autonomous powers serving the same taxpayers with no coordination of plans, programs or actions. Within the 700 square miles of the county are over 130 separate taxing jurisdictions with elected boards, administrative staffs and the other facilities of a governmental operation.

Because the concept of home rule for local government is so strongly instilled as a basic tenet of California political theory, cities, counties, school and special purpose districts have been given wider powers than in any other section of the country. The ease by which citizens can establish these units and the more than two hundred different laws under which they are set up has created such a welter of public agencies that the actual conditions are more nearly approaching anarchy than responsible government.

Some areas are governed by more than thirteen separate taxing jurisdictions with conflicting policies and considerable duplication in administrative functions, personnel, plant and equipment. Indeed, most of the counties of California resemble the conditions of prewar Europe with its many principalities and manifest similar characteristics of jealousy, competition and aggrandizement.

In the fall of 1951, the board of directors of the Contra Costa County Tax-

payers' Association decided that an approach to a solution of this problem must be found. The board developed a three-point program:

1. To work for greater coordination of special purpose district activities at the county level;
2. To promote an aggressive educational drive to convince legislators of the need to make a thorough study of the problem; and
3. Establishment of an organization to promote cooperation between public officials.

The first aim has been partially fulfilled by the county increasing its supervision of districts under the authority of the board of supervisors by assigning responsibility for the operation of these districts to regular county departments. Several interim committees of the state legislature are presently studying various aspects of the multiple government problem and, in September of 1951, the Contra Costa Intergovernmental Conference was sponsored by the Taxpayers' Association.

The membership of the conference was made up largely of the administrative officials of the cities, county, school and special districts who were most concerned with intergovernmental relations. This was because it is known by every student of government that a great deal of public policy is initiated by administrative officials. The first meeting was beset with suspicions, accusations and general timidity as to the aims of the Taxpayers' Association and the representatives of the other levels of government.

To explain the nature of the meeting the Taxpayers' Association representative related the following history of similar attempts in the field of intergovernmental cooperation:

"During World War II the conditions

facing the country forced the various levels of government to work together and coordinate their efforts for the first time in the history of our republic. When the war ended most of the coordinated effort and close relations also ended. Each government began to go its own way, often duplicating or operating in conflict of the efforts of others.

"This problem was realized by certain officials on the federal level and, in 1946, two different types of experiments were begun to test the effectiveness of organized intergovernmental cooperation. One technique of experimentation lay in the establishment of citizens' intergovernmental councils which attempted to bring about cooperative relations between the federal, state, county, municipal and district governments. These councils have been organized in four different counties throughout the United States and have been remarkably successful. Another method was initiated by government officials in three western seaboard states. This was the Pacific Coast Intergovernmental Relations Council which was made up of top officials of the federal and state governments, and representatives of the municipal leagues and county supervisors' associations.

"The Taxpayers' Association hopes that the proposed organization will be a non-policy-making group of public officials which will confine its studies and discussion to matters primarily of an administrative nature. Monthly meetings can be held and the discussions of the organization supplemented by speakers on subjects of common interest. In one of the fastest growing areas in the United States, with a population which is governed by 130 different local taxing jurisdictions, the Taxpayers' Association hopes that the proposed organization will be able to establish some coordination of the activities and programs of the various governments of the county."

Following this explanation, the group formally organized as the Contra Costa Intergovernmental Conference and elected the county administrator as the first chairman and the city manager of a small municipality as vice chairman. The representative of the Taxpayers' Association was named secretary.

Work of Conference

It was agreed by those present that the general aims of the conference should be to exchange information, coordinate programs and eliminate duplications in public services and expenditures wherever possible.

At the next meeting of the group it was decided to include as members all county and city department heads, the department heads of all large special districts and the superintendents of all school districts within the boundaries of Contra Costa County. The conference was organized into committees concerned with planning, personnel, finance, health, public works and an executive committee. The committees could meet at any time and place thought necessary for discussions of their assigned problems and to develop programs of operation. The committees were to have the right to choose their own subjects of discussion in addition to any assigned by the executive committee.

During the following five months, while the committees carried on discussions, speakers were heard on county-wide subjects. Such persons as the executive director of the League of California Cities, the western representative of a national management consulting firm, and the state controller brought information to the members on general methods of dealing with governmental problems which they would have had difficulty in obtaining individually.

While this was occurring, a subtle but immensely important change was taking place among members—personal friend-

ships were being established. Officials, many for the first time, were beginning to call each other by their first names, and the informal relationships which grew enabled these men and women to phone or write each other for information and assistance with the easy assurance that comes only from personal friendships.

Committees Make Reports

At the end of a five-months period, the committees began to report on their discussions. A summary of the planning committee's study revealed that:

"(1) Upon the evidence so far available, it is estimated that the county population is growing at the rate of at least 3,000 per month and, with continuing and accelerated industrialization, this population increase will continue indefinitely;

"(2) In order to provide adequate public service, planning should be accelerated by all levels of local government in both the administrative and land use aspects;

"(3) Planning should be of a long range nature in all governmental jurisdictions within the county;

"(4) Methods of coordinating both the administrative and land use planning of local government jurisdictions should be found;

"(5) The present difficulty of coordinating the planning of local government jurisdictions points up the need for state legislation in the field of planning;

"(6) The first survey the committee should make is a population and economic survey of the entire county."

In the health committee marked progress was noted in its initiation of studies of a school health program, a mental health program, sewage disposal, garbage disposal, mosquito abatement and air pollution programs. In addition to these studies, immediate steps were

taken to combine facilities between the hospital districts, county hospital and public health department so that common laboratories could be used and, in some instances, the services of some of the agencies were abandoned and carried on by contract with others. In this manner some duplication was eliminated and the citizen taxpayers received adequate services for several thousand tax dollars less.

The public works committee chose as its main project the inventory of all public works activities under way and planned for three years into the future. They surveyed by questionnaire over 80 political subdivisions in the county. They also recommended establishment of an informal committee to discuss and agree upon a priority of public works improvements to be made in designated areas and to recommend the means of financing these projects. This procedure was recommended because of public protest when two or more agencies serving the same taxpayers request bond elections at the same time.

The finance and personnel committees did much to bring about uniformity in the techniques of the various governmental units and exchanged large amounts of information on financial and personnel matters. The success of other committees in eliminating duplication and coordinating programs was not as marked because the nature of state law and the importance to legislative policy affected these efforts.

In most instances, the committees have become the clearing house of information within their individual fields among all the governments in the county. This has encouraged members and given prestige to the conference.

During the past three years the conference has had the county administrator, a city manager and presently a school superintendent as its chairman. The programs of the conference have

instilled a new philosophy in the officials. The former concept of each unit of government as a separate principality, with its own sovereign powers and practical irresponsibility to other agencies of public service, has given way to realization of all governments as to the implications of their actions on each other and upon the citizen taxpayer.

Although much has been accomplished by the conference, there is a never-ending task ahead. The conference's major goals during the coming year are: to reappraise the system of local government in Contra Costa County; to attempt to develop principles by which this system may be fundamentally changed; and to ascertain how the informal cooperative arrangements established by the intergovernmental group may become institutionalized.

Democracy as a way of life and government is undergoing a test in the world today. If this way of life and government is to endure, it can only do so if men of good will in public and private life cooperate and coordinate their strength so that they are working together and not apart. The Contra Costa Intergovernmental Conference is a partial answer as to how this test can be met and overcome.

HENRY L. MORRISON, JR.

Executive Director

Contra Costa (California) County
Taxpayers' Association

Bibliography Available on Fire Administration

Surprisingly little has been published on the subject of fire department administration, although it is a matter of growing concern to municipal executives.

The fire chief or other city administrator concerned with sound fire administration quickly discovers the excellent text of the International City

Managers' Association, *Municipal Fire Administration*. That text of over 400 pages explains the "how" of many fire problems but does not attempt to present the "what" of fire administration. To find more specific material to assist in the application of sound fire administration principles the administrator must reach beyond a single text.

Administrative survey reports of fire departments are a useful source of information. Their recommendations are specific to the municipality surveyed, of course, but other administrators will find the specific application of principles of interest. Recent fire surveys have been conducted by Robert E. Pickup, Earle W. Garrett and Bruce Smith, Jr.

Probably the best single source of up-to-date fire administration material is the International Association of Fire Chiefs (Hotel Martinique, New York). That organization periodically publishes useful information on fire department problems. Some is of a technical nature, perhaps of more interest to a fire prevention bureau than to a fire administrator. Among the important publications available from the association are reprints of bulletins of the National Board of Fire Underwriters and the proceedings of the Fire Department Constructors Conferences.

Bruce Smith, Jr., has provided the National Municipal League with a bibliography of available publications. Readers of the REVIEW may obtain copies from the League office.

Bureau Notes

The Texas Research League (213 West Fourteenth Street, Austin) has submitted its first study report, *The Child Care Program of the Texas State Orphans' Home* (40 pages), to the State Hospital Board. The report contains a proposal for a completely new type of program for care of children in the State Orphans' Home in Corsicana.

Books in Review

COUNCILMEN AT WORK. By Arthur W. Bromage. Ann Arbor, Michigan, George Wahr Publishing Co., 1954. v, 119 pp. \$1.50.

Two-thirds of this little volume summarizes and evaluates the experiences of Professor Bromage while serving on the city council of Ann Arbor, Michigan.

Although he previously had written two other booklets on his councilmanic work, one as a freshman and another "when the glamor was wearing off," the third effort deals in retrospect with his four years of service.

The volume abounds with practical discussion of the workings of a weak-mayor form of government in a city of 50,000 persons. The author devotes a chapter to each of seven major fields of work of a councilman.

A councilman from almost any other city probably would find in the book considerable material of a familiar ring, and would nod agreement with many of the statements made. And many a newly elected councilman could profitably spend time in noting some of the sensible suggestions offered.

The author, while in office, apparently longed for a city manager or some other "common boss" to relieve the administrative load on the councilmen. Time and again he refers to the 300 to 500 hours per year that each conscientious (though unpaid) councilman was obliged to contribute.

In the latter part of the volume Professor Bromage compares the American local council with those in both England and Ireland. After noting the reform trends in the United States toward small councils, elections at large, non-partisan elections and city managers, he reports no such trends in England. The British remain happy with a system which is somewhat analogous to our

weak-mayor strong-council form, and which does not make use of an "overall working executive."

The Irish, on the other hand, have experimented with a manager-council plan which is subject to central administrative control by the Minister of Local Government. City management in Ireland is "certainly more powerful and less subservient to councils than is the case in the United States."

Although the author generally supports the various "reform" trends in local government in the United States, he does not urge the same pattern for other countries. "Each to his own," he counsels. Even within the United States he wisely would not impose one form of government on all cities: "There are different models by which one can reach the destination of good government. Probably the time has come in the United States to emphasize good driving as well as good systems."

M. NELSON MCGEARY
Pennsylvania State University

THE CORNER SYSTEM IN MINNESOTA. St. Paul, Legislative Research Committee, 1954. 66 pp.

Following a series of lurid articles entitled "Hidden Murder?" in the *Minneapolis Tribune* in February 1953, the Legislative Research Committee was directed by the legislature to make a study of the county coroner system and report its findings to the 1955 session. This is the study, and a very fine one, adducing the best experience of other states and revealing weakness of law and performance in Minnesota. It lines up the Hennepin County coroner with the Nassau County (N. Y.) medical examiner and finds the per capita costs to be 9.5 and 5.6 cents respectively for areas with a similar number of deaths per year; similar statewide comparisons favor the med-

ical examiner system. No specific legislation is advanced.

PARTY POLITICS IN THE GOLDEN STATE. By Dean R. Cresap. Los Angeles (California), The Haynes Foundation, 1954. xi, 126 pp. \$2.00.

In this pamphlet, the Haynes Foundation adds another important item to its list of documents which describe politics in California for the benefit of schools, colleges and citizens. The internal structure and operations of the two parties are described fully and frankly, including the effect of the unique primaries in which voters may participate at primaries of either party or both and in which candidates commonly indulge in cross-filing by getting their names on the ballot of both parties.

The author, curiously, seems to accept the long ballot as inevitable and argues, as party officers so often do, for voting by party tickets so that the management of a political party can seek the rewards of making good nominations even if the voters rarely scrutinize the nominees. The classic alternative of shortening the list of elective officers, to bring it within the comprehension and scrutiny of lay citizens, so that they will not have to place blind trust in the self-anointed party managers, is strangely neglected. It would seem to this distant observer a better remedy for the scramble of individuals and pressure groups which the pamphlet so ably describes.

R.S.C.

YOUR CALIFORNIA GOVERNMENTS IN ACTION. By Winston W. Crouch and John C. Bollens. Berkeley 4, University of California Press, 1954. 296 pp. \$2.75.

Two of the four authors of the 1952 text *State and Local Government in California* (see the REVIEW, January 1953, page 55) have collaborated to pre-

pare *Your California Governments in Action*.

The present book follows the general framework of the earlier one but several changes both in form and content have been made. The new book is more attractive and easier to read and, unlike its predecessor, it is illustrated with frequent photographs and line drawings. Certain chapters, as the ones dealing with California's constitution and the process of constitutional revision within and outside the state, have been expanded. Others have been extensively revised. The separate chapters on taxation and finance and on personnel in the earlier text have been omitted. At the end of each chapter the authors have included a list of questions as aids in stimulating classroom discussion and further research. It is regrettable that they did not make room for the bibliography included at the end of each chapter in the earlier book.

BRUNA NORSKA

KNOW YOUR COUNTY. (Revised edition.) Washington 6, D. C., League of Women Voters of the United States, 1954. 47 pp. 35 cents.

In response to a previous edition under this title, many of the 969 local Leagues of Women Voters have in recent years gotten out "Know Your County" pamphlets, setting forth for voters a comprehensive description of their respective county governments, covering history, structure and services. ("Know Your City" and "Know Your State" manuals are also an important feature of life in the league.)

This pamphlet is essentially a questionnaire raising the whole range of incisive questions whose answers will constitute in any county a comprehensive local manual for stripping from any voter's mind the mystery and vagueness in which the county court house may be veiled.

R.S.C.

Additional Books, Pamphlets and Articles

Annexation

ARE ANNEXATION LAWS STRANGLING OUR CITIES? Indianapolis 4, Indiana Economic Council, *News Bulletin*, May 1954. 5 pp.

Assessments

ASSESSMENT LAWS. FORMS AND PROCEDURES. By A. C. Bakken. Bismarck, League of North Dakota Municipalities, *Bulletin*, May 1954. 5 pp.

HOW SHOULD A BOARD OF REVIEW FUNCTION? Madison 3, League of Wisconsin Municipalities, 1954. 14 pp. 25 cents.

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A BRIEF SURVEY OF MUNICIPAL AUDITING PRACTICES IN ALABAMA. By Robert T. Daland. University, University of Alabama, Bureau of Public Administration, 1954. 10 pp.

Bar Association

BAR ASSOCIATION ORGANIZATION AND ACTIVITIES. A Handbook for Bar Association Officers. By Glenn R. Winters. Ann Arbor, American Judicature Society, 1954. xx, 243 pp.

Budgeting

BUDGETING PROCEDURES FOR OHIO MUNICIPALITIES. Columbus 15, Ohio Municipal League, 1954. 23 pp. \$2.00.

PERFORMANCE BUDGETING AND UNIT COST ACCOUNTING FOR GOVERNMENTAL UNITS. Discussions During a Workshop Session. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1954. 20 pp. \$1.00.

County Government

THE CONNECTICUT COUNTY. A Description of Its Organization, Function and Relationship with Other Governmental Units. (Revised.) Storrs, University of Connecticut, Institute of Public Service, 1954. 40 pp. 35 cents.

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Disaster Plans

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EDUCATION DIRECTORY. Part 1: FEDERAL GOVERNMENT AND STATES; Part 2: COUNTIES AND CITIES. Washington, D. C., U. S. Department of Health, Education and Welfare, Office of Education, 1954. 55 and 92 pp. respectively.

FOUNDATION VALUES OF AMERICAN LIFE: for Major Emphasis in the Cincinnati Public Schools. Superintendent's Annual Report, 1952-53. Cincinnati 6, Public Schools, 1954. 38 pp. Illus.

HOW CAN WE HELP OUR SCHOOL BOARDS: A GUIDEBOOK FOR MUTUAL UNDERSTANDING. New York 36, National Citizens Commission for the Public Schools, 1954. 60 pp.

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LIMITS TO ADMINISTRATIVE EFFICIENCY IN A DEMOCRACY. (Address at Fourth Annual Conference of the Victorian Regional Group, November 1953.) Sydney, Australian Regional Groups of the Institute of Public Administration, *Public Administration*, March 1954. 6 pp.

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THE FEES SYSTEM IN FLORIDA COUNTIES. Tallahassee, Florida State University, School of Public Administration, Bureau of Governmental Research and Service, 1953. 13 pp.

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DEMOCRACY IN THE UNITED STATES. By William H. Riker. New York, The Macmillan Company, 1953. xiv, 428 pp. \$3.50.

PROBLEMS AND OPPORTUNITIES IN A DEMOCRACY. A Course in Government and Related Social Studies for Seniors in the Catholic High School. By Rev. John F. Cronin. Chicago, Mentzer, Bush and Company, 1954. xii, 755 pp.

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H. Hawkins. New York, Longmans, Green and Company, 1952. x, 566 pp. \$4.25.

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FEDERAL GRANTS-IN-AID IN KANSAS. Lawrence, University of Kansas, Governmental Research Center, 1953. 47 pp., tables.

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THE LEGISLATURE OF CALIFORNIA. By Arthur A. Ohnismus. Sacramento, California Legislature, Assembly, 1954. 47 pp.

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COMMUNITY ORGANIZATION FOR NEIGHBORHOOD DEVELOPMENT—PAST AND PRESENT. By Sidney Dillick. New York, William Morrow & Company, 1953. 198 pp. \$4.00.

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operation with Cambridge Social Agency Executives, 1953. 33 pp., tables.

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POLICIES AND PROCEDURES FOR VALID WELFARE ROLLS. Baton Rouge, Public Affairs Research Council, *PAR Reports on Welfare*, April 30, 1954. 16 pp.

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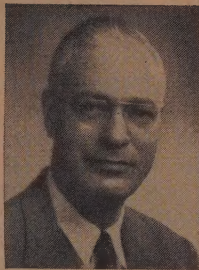
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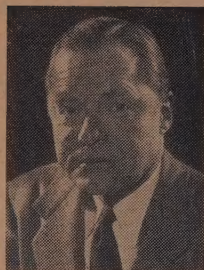
Inside the Office . . .

Two foreign visitors called at League headquarters during the summer. **Miss Marietta Campos**, of the Brazilian Radio Ministry of Education, in Rio de Janeiro, gathered material for a program she produces on problems of public administration. . . . **Professor Joseph Kostka**, of the University of Manitoba Community Planning Division, Winnipeg, obtained source material for use by his students.

Gordon Clapp, assistant city administrator of New York City and former chairman of the board of the Tennessee Valley Authority, had a luncheon consultation with the staff in July regarding the National Conference on Government in November in Kansas City. . . . **Mrs. Siegel W. Judd**, League regional vice president, sought counsel on certain metropolitan area problems in Grand Rapids, Michigan, her home. . . . **Philip H. Cornick**, consultant to the Intergovernmental Relations Com-



Charlton F. Chute



Gordon Clapp

problems. . . . **Charlton F. Chute**, director and vice president of the Eastern Division, Pennsylvania Economy League, called in connection with metropolitan area problems. . . . **Miss Jean Handley**, executive secretary of the Connecticut League of Women Voters, Hartford, checked the NML files on constitutional reform.

John P. Keith, League senior associate, has been nominated for reelection as a trustee of the Governmental Research Association.

Council-Manager Plan Pamphlet Is Revised

The 25th edition of *The Story of the Council-Manager Plan*, one of the most popular pieces of League literature, is ready for distribution.

Revised and brought up to date by the League staff, the 36-page pamphlet sets forth the advantages of the council-manager system, its history, an outline of how it operates, some case histories from cities where it has worked successfully, and testimonials from prominent Americans. It also contains a directory of places where the plan is in effect.

First published about 35 years ago, hundreds of thousands of copies of *Story*, as it is called in the League office, have been distributed by the League and by civic committees advocating the council-manager plan.



John P. Keith



Mrs. Siegel W. Judd

mission and retired staff member of the Institute of Public Administration, called to discuss the *Model State Planning Law*, now in preparation.

An enterprising reporter, **Homer E. Bowdy**, of the Flint (Michigan) *Journal*, who recently completed a series on metropolitan area matters for his newspaper, enlisted the League's cooperation in another series, on survey

Who's There? A Man With an Eviction Notice

It looks as though once again the League may be walking the streets, homeless, before very long. For the 12-story office building at 542 Fifth Avenue, at 45th Street, in which the staff of the organization was happily installed only last May, will be torn down.

The Bank of New York, whose offices at 530 Fifth Avenue, at 44th Street, are among the last vestiges of the mauve decade in midtown, announced that it

will erect a twenty-story office building on the west side of Fifth Avenue between 44th Street and 45th Street. Among the structures to be supplanted is that in which the League is quartered.

Housing conditions being what they are in New York, the League has been forced to move three times in the last decade. Members of the staff have been inquiring wistfully whether the League will ever have a permanent home.

Model Planning Law Progressing Rapidly

Authorization of an expenditure of \$5,000,000 in federal funds to provide technical and consultation services for local communities which wish to embark on a planning program has spurred the League's work on its *Model State Planning Law*.

This authorization, a section of the 1954 Housing Act, provides that in many cases funds for local communities will be available only through state planning agencies.

Because fewer than half a dozen states have adequate agencies, some observers fear that legislatures, in their desire to receive federal grants, will enact makeshift planning laws, thereby doing more harm than good.

Under the chairmanship of Dr. Coleman Woodbury, authority on planning, meetings on the model law were held in New York July 19 and July 26.

Dr. Woodbury presented his speci-

cations on the League's proposed model law together with comments upon it which he had obtained from some 50 experts.

The League's objective is to complete the model law in time for use by state legislatures convening in 1955. Services of the Legislative Drafting Research Fund of Columbia University have been retained to pull the material into shape.

The plan is to submit the model to the Council of State Governments, which has expressed an interest in it. The Council's endorsement, if forthcoming, would bring the *Model State Planning Law* to the attention of top government officials in all states.

Among those who conferred on the model law were B. E. Carihfield, eastern representative, Council of State Governments; Henry Fagin, research director, Regional Plan Association; Hugh Pomerooy, executive director, Department of Planning, Westchester County, New York; Victor Jones, professor of government, Wesleyan University; John M. Kernochan and Frank P. Grad, Legislative Drafting Research Fund, Columbia University; Gerald Breese, director, Bureau of Urban Research, Princeton University; Herbert H. Smith, executive director, Community Planning Associates, Inc., Princeton, New Jersey, and members of the League staff.

Drafting Model Planning Law

